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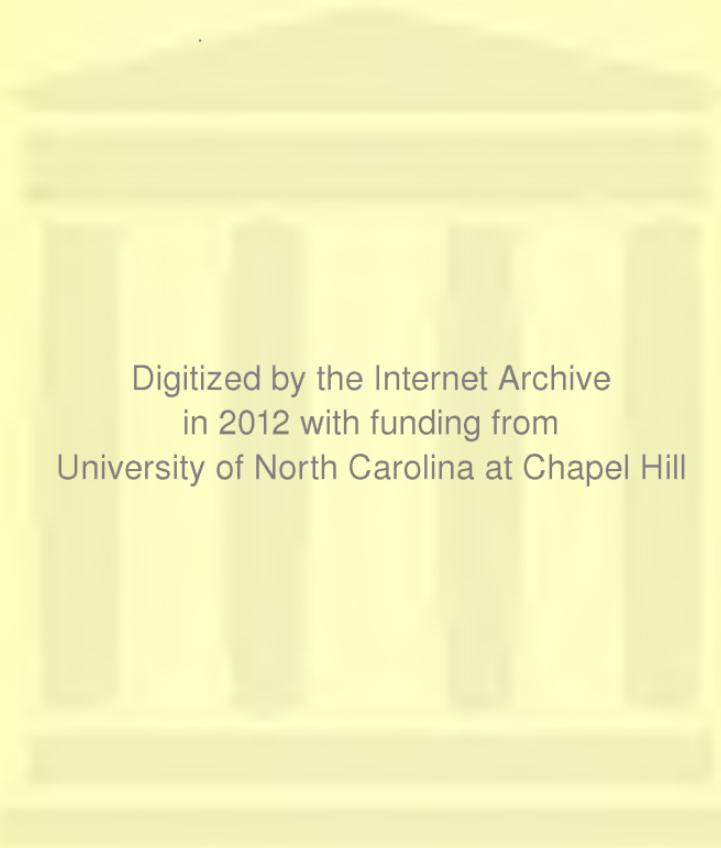
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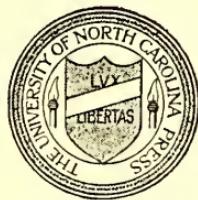
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UNIVERSITY EXTENSION DIVISION
UNIVERSITY OF NORTH CAROLINA
EXTENSION BULLETIN



WHAT NEXT IN NORTH CAROLINA?

NORTH CAROLINA CLUB
YEAR BOOK, 1923-24

THE UNIVERSITY OF NORTH CAROLINA PRESS
CHAPEL HILL, N. C.

PATRIOTISM BEGINS AT HOME

You can love a country if you begin by loving a community, but you cannot love a country if you do not have the true rootages of intimate affection which are the real sources of all that is strongest in human life.—Woodrow Wilson, in Robert E. Lee, An Estimate.

COMMUNITY CITIZENSHIP

Those who are indifferent to the good of the community in which they live are neglectful of their own duties and guilty of criminal carelessness, since they leave public concerns to be the prey of the unscrupulous.

There are many temptations to selfishness in using any power or privilege, and plausible excuses can always be alleged for shirking responsibility; but those who habitually bring a faith, either in Humanity or in Christ, to bear on their daily conduct as citizens will be encouraged to hope for the realization of a distant ideal and ready to forego the prospect of personal reward.—Archdeacon Cunningham of Ely, in Christianity and Economics.

KNOW YOUR HOME STATE

The North Carolina Club is an organized effort to discover, interpret, and direct the forces, agencies, and institutions that fatefully have made communities and countries, states and nations in the past, and that are today writing the stories of their future. The forces at play in any social group, however small, are exactly the forces that are at play in the world at large. Every community is the world writ small, and the world is any community writ large—as Woodrow Wilson once said. Every trait of human nature anywhere manifest on earth is present in every little social area. Every clique and coterie of souls is an epitome of humanity entire, in some one or another stage of development. The macrocosm is made up of infinite microcosms, all of a sort, for human nature is very much akin, quite as Josh Billings says. Every village is a bundle of relations, a knot of roots, whose flower and fruitage is the world, said Emerson; and he adds, "I have no expectation that any man will read history aright who thinks that what was done in a remote age by men whose names have resounded far has any deeper sense than what he is doing today."—E. C. Branson, in Local Study-Clubs, An Essay at Citizenship.

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THE NORTH CAROLINA CLUB

1923-1924

President, George Harold Lawrence, Orange county; *Vice-President*, Arthur Franklin Raper, Davidson county; *Secretary*, S. H. Hobbs, Jr., Orange county.

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THE NORTH CAROLINA CLUB

A FOREWORD, BY E. C. BRANSON

1. The North Carolina Club at the University of North Carolina was organized in the fall of 1914. It is composed of faculty members and students of all classes and schools. Its membership is not large—as a matter of fact, it is always small. We have found that as a rule the people on the campus who have time to devote to the social-minded purposes of such a club are right around fifty year by year. The club meets on fortnightly Monday nights for one hour. The club schedules are matured, detailed, dated, and bulletined in the early fall of each college year. At the first meeting of the club in the new college year, the definitely dated details of the program are chosen by various club members. Thus the program of the year usually consists of some sixteen sessions at which are reported the investigations, interpretations, and applications of the volunteer research workers. The field covered in the yearly programs of the Club is the economic, social, and civic problems of North Carolina—the puzzles of life, livelihood, and statehood in the home state. The subjects are almost always research enterprises, and the results are entitled to college degree credit whenever they approach the high level of research standards in the University.

2. Manifestly then, the purposes of the club are (1) competent acquaintance with the forces and influences, institutions and agencies, drifts and tendencies that are making or marring the developing democracy of the Mother State; (2) intelligent, interested, active citizenship as a fundamental necessity in democratic communities; and (3) competent public service. The club assumes that a proper study for North Carolinians is North Carolina; that an acre in Tarheelia is worth a whole township in Utopia, to paraphrase an arresting sentence of Macaulay's; that knowing on which side of a commonwealth's bread the butter is, is worth at least as much as knowing on which side of the Hellespont Abydos was.

3. The Club Year-books are an easy index of club ideals, purposes, and achievements. These Year-books are (1) The Resources, Advantages, and Opportunities of North Carolina, (2) Wealth and Welfare in North Carolina, (3) County Government and County Affairs in North Carolina, (4) State Reconstruction Studies, (5) North Carolina, Urban and Industrial, (6) Home and Farm Ownership in North Carolina, (7 and 8) What Next in North Carolina (in two annual volumes to date). The discussions of the club are passed on to the state, along with other research results in the department of Rural Social-Economics, in the columns of the University *News Letter*, which goes at present, free, fifty times a year to twenty thousand homes in North Carolina and other states, to every newspaper in the state, and which, directly or indirectly, reaches a half-million readers weekly.

4. The outstanding purpose of the club is to interest University students in the problems of the home state, to arouse them and prepare them for active participancy in community, county and state affairs, and to put them in way of growing into effective leadership in the life beyond the campus walls. It is proper to say that such were the purposes of the Watauga Club in Raleigh, composed of Walter H. Page in the days of his buoyant youth, Chief Justice Walter Clark, John G. Duggar, Alfred Haywood, and later on, E. C. Branson, Clarence Poe, and many another young North Carolinian who long ago dreamed of careers useful to North Carolina. Out of this club came many epoch-making results for the state. They need not now be here detailed. I merely wish to record the fact that the North Carolina Club at the University is the offspring of the Watauga Club in Raleigh and that the ideals and purposes today are exactly of a sort with those of the original club in the capital city in the boyhood days of Walter H. Page.

FOREST CONSERVATION IN NORTH CAROLINA

W. E. WHITE, Cleveland County

It is needless to say that our American people have been extravagant with their forest resources. Almost all of eastern America was once covered with vast forests of giant oaks, pines, hickory, and numerous other valuable trees. Our forests were the greatest found on earth. Almost every acre was covered with trees that had stood for generations. The early settlers of America marveled at the size of these trees which served as a subject for literary masterpieces. But these boundless forests, celebrated in song and story, are practically a thing of the past. For several generations these extensive forests were the natural enemies of our forefathers. They had to be destroyed in order to plant crops. Trees were girdled, and great areas were set on fire to afford a clearing. At that time our population was scant, and our timber supply seemed sufficient for all future time. But what is the situation at the present time?

In Eastern Carolina

Eastern Carolina was formerly the home of the celebrated long leaf pine. A century ago hundreds of thousands of acres were covered by these majestic pines. As late even as three or four decades ago extensive areas of that type of timber were still intact. But where in North Carolina today is there to be found a long leaf pine forest of any size? It is true that proud owners have zealously guarded a few small areas, but the total area is small indeed as compared with the long leaf pine forests of even a generation ago. Truly the time has come when there are few opportunities left for the present generation to witness what was once the pride of the state.

For many years the eastern portion of the state was the scene of an enormous turpentine activity. The trees were first boxed and then chipped as far as the long-handle blades could reach. This great naval industry caused us to become known as the Tar Heel State. Following in the wake of the immense rosin and turpentine industry came the saw mill; whole forests were devoured and no thought for the morrow was taken by anybody, and least of all by those interested in the lumber industry. No one seemed to think of the needs of the future. Now, the great forests are practically gone and the small saw mills are completing the destructive work that the larger ones began.

The year 1914 marked the climax of lumber production in this state. At that time the annual cut amounted to two billion two hundred million board feet and North Carolina ranked as the fourth state in the Union in the amount of lumber cut. The annual cut at present is just half what it was nine years ago and we have fallen to ninth place, with an even lower rank in sight.

Spring Clearing

One who has traveled in the tidewater country says that a sickening sight presents itself through that section of the state in the spring season. It seems that forest fires are prevalent there at that season, because areas are burned off in order that crops may be grown or that natural grass may come up for cattle pasture. These fires, designed for undergrowth, blister young long leaf pines on thousands of acres of Carolina soil. Whole areas of young pines have been killed by this process. There is no excuse for this but ignorance. Wood is burned in these fires that would bring six dollars per cord in some sections of the state. The time is not far distant when the short-sighted people will regret their wastefulness of today, just as we now regret the manner in which our original forests were so wantonly destroyed.

Many thousands of acres have been drained at an enormous cost and then the great pines and cypress trees were set fire to and burned off. The stumps of trees two and three feet in diameter are all that is left to testify to this enormous waste. One man who had cleared up many thousand acres in this way said it was too expensive to cut the trees and get them out. What would he think twenty years hence when these trees would bring more clear profit than the crops he will grow in the meantime? Even after the forests are burned off the land remains idle, growing up in bushes, because of a lack of farmers or workers or settlement policies. The timber is gone, the land is untilled and the expenditures on drainage are often total losses.

There is one tract of land in this state that covers around 17,000 acres on which stood recently a fine forest. Today, as far in every direction as the eye can see, there is not a single tree left standing, except a few small ones that have been planted here and there about the few farm homes that have been erected. The entire tract was fired and re-fired in past years until every vestige of plant life was destroyed. As a result of this vandalism, the people now living there are planting trees to shade their homes.

The extensive hardwood forests in the mountain and other western counties have suffered similar treatment. Here and there whole mountain sides have been completely stripped of virgin forests and the bare soil left to be eroded and washed away by heavy rains. The treatment Mt. Mitchell has received is sufficient alone to awaken the public to some sane action and hundreds of other peaks have been or are being treated in the same way. Not a single county in the state has escaped the needless waste of her native forest resources.

A Forest Policy Needed

It is said that all civilized and semi-civilized nations today except China care for their forests. Until recent years our country ranked almost with backward China in this respect, and even today we rank far behind the progressive modern nations of the world in the protection, preservation, and conservation of our forest resources. Progressive Japan has a well developed forest system and a national forestry school. In Austria, Italy, Norway, and Sweden, government forestry is a well established part of the national policy. Turkey, Greece, Spain, Portugal, New Zealand, Australia, Canada,

and many other countries, have state policies that are forward looking. But Germany, France, Denmark, and Switzerland have done more to preserve their forests than the other countries. Switzerland had a national forest policy before America was even settled. Germany holds a higher position in forestry science than any other country. She has seven forest schools and the study of forestry, both in these schools and in the forest experiment stations, is pursued with eagerness.

The forests of France, also, are commendably managed. In addition to handling their national forests with great intelligence and success, the French have done much for the general progress of forestry. They developed the art of re-foresting denuded mountains and were the first to plant trees on moving sand dunes and along the seashores. The cutting of trees in France is supervised by the government. The young trees and seedlings are carefully saved and given protection. Only the mature trees are allowed to be cut and taken out, or the immature ones where it is necessary for the better growth of those left. They have fire lines through the forests which are frequently used for highways. The great care with which France guards her forests is astonishing to Americans who are accustomed to universal waste.

The trees of proper size are marked to be cut, the bodies of the trees being used for building material. The limbs are then trimmed of all their smaller branches and piled up for cord wood. Even the limbs an inch or even less in diameter are used for that purpose. The remaining branches and twigs are then collected and bound together in bundles as fagots to be used for cooking and heating purposes. Nothing is left to waste on the ground when the Frenchman has finished with the tree. It is obvious that there is quite a difference between the French method of preserving timber and the wasteful timber method found in North Carolina.

It Pays in France

France is dependent on the timber she grows and therefore she grows it with much care. There is very little idle or waste land in France. Whatever land is not suited for crops or grazing is growing trees. The forests of France are annually returning yields of timber that compare favorably with crop values. The trees are cut as they mature, so that new growth is always coming on. The forests in the Vosges mountains, for example, produce an average value of twenty-two dollars' worth of timber per acre annually. What France, Germany, and the other countries have done, this state must do eventually.

Merchantable timber is already scarce. Not more than fifteen years ago good pine lumber could be bought for from ten to fifteen dollars per thousand feet. Today it is selling for from five to seven times that amount, and the quality is not so good. Forests when properly managed can be made to yield annual net dividends that compare very favorably with net crop yields. This is true in Europe where they have been forced by necessity to adopt stringent methods. North Carolina alone has some twenty-three million acres of land not being used for agricultural purposes. A large portion of this land can never be used for crops or pasture. But practically every acre of it can be used for growing trees, and the sooner we put this idle land to work

the better off we shall be. There is no reason why we should wait until dire necessity compels us to adopt a forest policy, as in France, Germany, and elsewhere. North Carolina can become the greatest forest state in the Union, and this can be accomplished without sacrificing an acre of land now in use. Every acre of our land can be made to produce profits, and instead of one-fourth of it carrying the entire tax burden as at present, each acre will pay its proportional part. The future of this state depends largely on whether or not we look to our forests. Without forests we shall be subject to frequent drouths, and when it does rain the streams will be suddenly swollen and we shall suffer the consequences of floods and disaster. Forests will protect our water powers and thus insure our future as an industrial state.

State Protection

North Carolina with an average annual loss of nearly \$1,500,000 stands second only to Minnesota in actual damage from forest fires. These two states lead in forested area, Minnesota having twenty million acres and North Carolina eighteen million acres that need the benefit of fire protection. For the prevention of forest fires on these areas the Minnesota state appropriation was \$178,000 while North Carolina had a state appropriation of only \$14,250 during the fiscal year 1922. The results of the work done in these states are just what might be expected. Minnesota with its large appropriations succeeded in reducing the yearly average forest fire loss of over five million dollars to \$258,610 in 1921, while North Carolina could reduce her yearly average loss of \$1,497,732 only to \$1,093,500 because of insufficient funds to carry on educational and protective work properly. Twenty-six states are now taking advantage of the Weeks Law and coöperating with the Federal Government in the preventon of forest fires. The following table shows the appropriation for forest fire protection for the year 1922 in these twenty-six different states. The figures have all been reduced to a million-acre basis for ease of comparison.

Forest Area Appropriation per Million Acres

RANK	STATES	FOREST AREA	APPROPRIATION
		Millions of Acres	Per Million Acres
1	Pennsylvania	12.0	\$41,666
2	South Dakota	0.05	30,000
3	Massachusetts	3.0	21,000
4	New Jersey	1.8	19,989
5	Rhode Island	0.25	16,000
6	New York	14.0	11,607
7	Maine	14.0	11,428
8	Idaho	4.5	10,586
9	New Hampshire	4.0	9,541
10	Michigan	15.0	9,333
11	Minnesota	20.0	8,900
12	Connecticut	1.5	7,333
13	Ohio	0.75	6,666
14	Washington	10.0	6,475
15	Montana	4.9	4,938
16	California	13.0	3,830
17	Oregon	12.0	3,541
18	Vermont	3.0	2,982
19	Louisiana	12.0	2,916
20	Maryland	2.0	2,412
21	Wisconsin	14.0	1,985
22	Tennessee	7.5	1,560
23	West Virginia	5.0	1,400
23	Virginia	13.0	1,400
23	Texas	10.0	1,400
26	North Carolina	18.0	791

The reason that North Carolina is now so far behind the other states is clearly evident. We cannot possibly expect to maintain an adequate educational and protective system over so large an area when the appropriation to the North Carolina Geological and Economic Survey for forest fire protection is only from one-half to one-fiftieth what other states are giving for this purpose. Pennsylvania leads in this work and does so only after careful investigation has conclusively proved that the expenditures will be more than repaid by the return from the forests. Since the work pays in Pennsylvania, it is sure to do so here where we have the advantage of better climatic and soil conditions, which cause more rapid growth of trees and a larger yield per acre in a shorter period of time.

North Carolina is taking its place among the leading states in almost every form of progressive work, and should not lag behind in forest fire prevention. Eighteen million acres of our soil are potential forest lands, and should receive the benefit of protection for this purpose until the time comes to devote a portion of them to agricultural purposes. If these eighteen

million acres are not given protection we can hardly expect the remaining thirteen million acres in the state to carry the steadily increasing burden of taxation.

Damage by Forest Fires

Six-Year Average 1916-1921

1. Tennessee	.....	\$301,445
2. South Carolina	.....	328,425
3. Pennsylvania	.....	479,943
4. Virginia	.....	640,225
5. Georgia	.....	933,912
6. North Carolina	.....	1,497,732

The following article about our forests appeared in the *News and Observer*:

"The State and Federal Governments are coöperating with the counties to stamp out forest fires. The man who sets fire in eastern North Carolina is destined to be as unpopular in the Long Leaf counties as a horse thief was in Texas. The splendid work of Col. Joseph Hyde Pratt and State Forester J. S. Holmes is already bearing fruit. A newly appointed forester for the Eastern District is actively covering this region, organizing the counties for fire protection, and so the future of the long leaf pine is bright.

"A planting campaign is needed, seeds should be collected every fall in large quantities and distributed at cost or gratis to land-owners, and every open space suitable to pines in the forest should have its pines. With a well organized campaign covering five years, at a cost varying from a few cents to a few dollars per acre (on severely burned areas) an excellent reproduction of both long leaf and short leaf pine can be secured.

"There are millions of acres with a fair second growth of long leaf pine from one to forty years old. There are other areas nearly bare or thinly stocked. The area needing restocking is probably larger than in any other equal area in the South Atlantic States. The area of young second-growth trees from six to fifteen inches in diameter is large when we consider the lack of protection from fire and the carelessness of the owner and the lumber companies.

"The young long leaf pine ten inches in diameter can be successfully tapped. New methods of turpentining which aim at continuous production are being successfully followed in Florida and adjacent states. Dr. E. Gerry, of the Government Forest Products Laboratory, has just completed a two-year field study of the naval stores industry, proving conclusively that these young pines properly treated can be made to yield turpentine and timber. This means that Carolina can permanently restore her great industry.

"With the present rapid increase in the price of forest products, much of the area of eastern North Carolina will yield higher returns from forest crops than from those of ordinary agriculture. Recent statistics show that the gross returns per acre for the ten principal crops of the United States vary between twenty and thirty dollars. A properly tended forest in Eastern Carolina will produce twenty-five dollars' worth of timber per acre per year at present prices.

"Within fifteen years the bulk of the virgin timber in the South will have been removed and the center of the lumber industry will move to the Pacific Coast. North Carolina pine in this section will then double in value; which means that twenty-five to fifty dollars per thousand will be paid for logs delivered at the mills by the time the present crop matures. But two steps to secure the return of our forest industries must be taken—fire protection and planting."

If North Carolina is to retain her position as one of the foremost states of the Union in forest wealth, there are five things to be observed: (1) the character of the forest land ownership; (2) the protection of forest lands from fire, insects, and disease; (3) the adjustment of tax laws to timber crops; (4) the management of forest lands with a view to continuous growth; and (5) progress in forest education and research.

As to the character of forest land ownership, the nature of such ownership is important from the standpoint of stability and permanency of interest. It has been reliably stated that 221 million acres of forest lands in the United States are in the hands of land and lumber companies, tanning trusts, mining companies, railroads, and other owners having, in the vast majority of cases, no permanent interest in the land except as the timber on the land may be of commercial profit. This is an alarming situation when we consider the fact that only about 150 million acres of the forest lands in the United States are in the hands of private individuals who are devoted to agricultural pursuits and therefore have a permanent interest in the land and timber. This situation, which applies to our country as a whole, should be guarded against in North Carolina and our forests should be kept as nearly as possible in the hands of native farmers who are interested in the development of their state and the conservation of our forest resources.

In regard to forest protection, it has already been shown that our forests are not sufficiently protected against fire. According to a bulletin issued by the National Government, North Carolina forests have less than a 25-percent adequate protection from fires. There is no excuse for this state of affairs, for a remedy is within our grasp. The fourteen or fifteen thousand dollars which are annually appropriated for this purpose can easily be increased tenfold and ample fire protection provided.

Another matter of importance is the protection of living trees against the ravages of insects. The National Bureau of Entomology estimates that the United States sustains an annual loss of about \$130,000,000 worth of timber on account of insect attacks. North Carolina's proportional share of this sum amounts to several millions and is also due to a lack of ample protection. Reliable authorities have stated that the expenditures for combating tree-killing insects in this country do not exceed \$75,000 annually, while a sum of \$500,000 is thought to be sufficient to obtain definite results. It is needless to say that North Carolina's proportional share of that amount could easily be paid.

In addition to protection from fires and the ravages of insects, our forests should also be protected from the menace of timber diseases. This can be

accomplished by quarantining our forests against imported diseases like chestnut blight, and by hiring men trained in treating tree diseases to continually inspect our trees and take whatever precautions are necessary for their healthful well-being. It is entirely logical that trees should be guarded against disease epidemics just as much as farm animals or even human beings.

But, if we are really interested in encouraging our people to preserve their forest, we need to amend our tax laws in regard to our timber resources. It has been truthfully said that the annual taxation of growing timber compels the same crop to pay taxes many times. Where assessments equal or approach actual values timber production is certainly discouraged. Some adjustment of the general property tax to meet this situation has been recognized as both legitimate and desirable.

Prior to 1910, twenty-six states made various attempts toward reform, usually in the form of optional rebates, bounties, or exemptions to induce tree planting or the maintenance of productive forests. These efforts produced no substantial results, partly because of inadequate inducements offered, partly because of insufficient provision for local-public revenues, and partly because of the uncertainty that timber growing would pay. It is justly claimed that an outstanding present need is a system that will defer the principal burden of taxation on growing forests to the time of harvesting the crop without being inequitable to other taxpayers or materially curtailing local revenues.

Within the last twelve years ten states have passed special forest taxation laws, most of which embody the "yield tax" which North Carolina would do well to incorporate in her laws. This imposes an annual tax on the land, but taxes the timber only when cut. Some of the special forest taxation laws continue the "inducement" feature in the form of nominal or very low valuations of the land, and all take effect only if the owner "registers" or "classifies" his land. It is true the whole matter is still in an experimental stage, but these special forest taxation laws seem practicable and North Carolina would make no mistake in joining the ten other states in experimenting with them in a common cause.

The management of forest lands is another matter of primary importance. Experts agree that the proper administration of these lands provides for (1) a cut limited to what the land can grow and having in view a sustained yield; (2) restocking of cut-over areas through natural reproduction; (3) additional protection of cut-over areas through slash disposal; and (4) replanting old burns and other idle forest lands. These things are all practicable and can be accomplished if only we turn our attention to them and expend some energy and small sums of money.

Last, but not least, North Carolina should have a school of forestry. Twenty-two such schools have been established in the United States, and they have graduated some 2,700 professional foresters. As we have already seen, North Carolina is probably the second state in the Union in forest possibilities and, if we are going to give our forests scientific care, we must either import foresters from other states or else we must educate home talent for that

purpose. We are spending millions of dollars for educational purposes along other lines of activity and why should we hesitate to train professional foresters in home schools? North Carolina has an abundance of home talent that could be trained for the purpose of giving scientific care to our vast forests, and the quicker some "Tar Heel" with the vision of a Murphey or a McIver begins to agitate our people for the establishing of a school of forestry in this state, the better it will be for us and the sooner will the time come when our native forests will pay the handsome dividends which we should now be realizing.

SOURCES OF INFORMATION

University of North Carolina News Letter, Vol. IX, No. 31.

Rural Social-Economics files, University of North Carolina.

N. C. Geological and Economic Survey.

November 5, 1923.

THE EQUALIZING OF TAXES

W. C. PERDUE, Vance County

Introduction

General property taxes are compulsory levies which are made without special reference to the assignment of individual benefits. It is conceivable, of course, that other sorts of payments may be made with little or no compulsion as special assignments and fees. Not compulsive in that the citizen does not have to receive the benefit; but if he elects to receive benefit, the state demands that he shall pay. While much of the revenue of our state is in the nature of general property taxes, yet special payments for special benefits form an important class.

The state and county are fortunate in one respect; it is their privilege to appropriate money first and find it afterwards. Perhaps that is one reason why their expenditures are so liberal.

North Carolina needs an equitable, just, and efficient tax system; this is a prerequisite to the constructive growth of our state. We must have a tax system that will be in accord with the economic and social progress of society. Because of the fact that the tax books do not disclose all of the taxable property, through failure to locate it, the necessity for sufficient revenues demands and requires unwarranted tax rates and levies on such property as the tax lister can locate. The result of this is that taxes are borne by too few people, and some pay too much, while more pay too little. The rapid increase in demand for revenue which is collected by the administrative officers, through various but oftentimes doubtful expedients, has shown that progress of a permanent character has not yet been attained.

The subject of tax reform has been agitated in North Carolina for a number of years; each candidate for Governor having pledged himself to reform. The result of this has been a gradual equalizing of the burden of taxation in our state; but the task remains unfinished, and society demands that the good work go on and that we bring into existence a thoroughly scientific and uniform system of taxation, a system that will exclude no class, but the burden of which will rest equally upon all classes. The proper system will break down the ever present evil of tax evasion, the temptation toward which is in direct proportion to the rate charged.

Some First Principles

Any discussion or proposal that concerns taxation is of vital interest to every citizen whether he is a property owner or not, for the burden of taxation is always sooner or later distributed throughout the population. No matter where the burden falls directly, it is passed on from one class to another until it finally falls on all, and it rests with greatest weight on the consuming class of moderate means. This is the class upon which the burden

rests when passed, for the farmer cannot set the price of his products or the clerk determine the duration of his job. To afford justice to all, we must revise our tax system. What we need is a flexible, elastic system within absolute limitations. There is security in a well regulated and administered tax system which will furnish a permanent flow of revenue and have the support of the people.

Money is required to maintain a stable and efficient government. The subjects of the state should contribute toward the support of this government as nearly as possible in proportion to their respective abilities, that is, in proportion to the income which they respectively enjoy under the protection of the state. The tax which each individual is bound to pay should be a certain definite sum, and not arbitrary. The time of payment, the manner of payment, and the amount to be paid should be plainly understood by the contributor, and by every other citizen. Taxation should be certain, as uncertainty encourages insolence and favors the corruption of that body of men who are naturally unpopular, the tax officials. A system to be popular and to receive the proper support must be fair to all who pay taxes.

Every tax should be levied at the time when it is most convenient for the contributor to pay, and should be so contrived as to take out and to keep out of the pockets of the people as little as possible over and above what it brings into the treasury. It may keep out of the pockets of the individual more than the state gets by being excessive; it may curtail industry and discourage future sources of revenue. An excessive tax is more burdensome on the people than it is beneficial to the state.

There should be no class distinction; all property should be made to pay. The factory, the farm, the city lot, and personal property, everything should be taxed according to its ability to produce. The burden should not be too heavy on any particular kind of property, but should rest with equal weight upon all.

The state of North Carolina has been gradually remedying its tax system as well as increasing its taxes. Prior to 1919 the best thinkers of the state devoted their thoughts to finding new sources of taxation rather than to devising a method of putting our ad valorem system upon an up-to-date, fair, logical and sane basis. A good portion of the taxes paid in this state are paid on property. There is a profound unrest in the state over the tax situation, and an equitable system should be worked out at once so as not to hamper the social and economic development of North Carolina.

Our system of taxation is based on the constitution of North Carolina and it requires an amendment to make a change. People are slow to amend the constitution, and especially so in the sections pertaining to taxation. They are afraid that a new system will never be a success, because the old one has not been successful.

Revaluation of Property in North Carolina

To the general assembly of 1919 is due the honor of bringing into existence a new era in our tax system. The old system was worked over, the burden more nearly equalized, and more money secured for the treasury.

At this session the Revaluation Act was passed. The act took away from the county commissioners the power of appraising values and placed it in the hands of the State Tax Commission and its employees, who proceeded to appoint one man from each county, along with two appointed by the county commissioners, to assess values in each county. These assessors were to be paid according to the values they turned in, \$100 per month for less than \$3,000,000, up to \$225 for over \$15,000,000 worth of property. This was a weakness in the law, as the natural tendency was to overvalue the property so as to increase the assessors' pay. The owner had to swear to the true market value, and this resulted in about \$2,000,000,000 of new property valuation being placed on the tax books. The owner, if not satisfied, could appeal to the state board.

The time of listing both personal and real property was changed from May first to January first so as to give a longer time for listing personal property and to be better able to trace intangible property. This change found the farmer with large amounts of crop wealth on hand, but it caught the jobbers and warehouse companies, and they aroused the alarms of the farmers. As usual they used the farmers to pull their chestnuts out of the fire.

The Revaluation Act had its weaknesses, which explains the change at the next session of the General Assembly. One of the most important things that this assembly did was to increase the amount of exemptions. Prior to this time the exemption was \$30 of personal property, but this assembly saw fit to increase it to \$300.

Another much needed reform was made when the poll tax was placed at two dollars a head. Although the constitution of 1868 guaranteed that it should not exceed that amount it had come to be as high as seven dollars in some localities, and had a tendency to go even higher. Evidently these neighborhoods did not believe in a strict construction of our constitution.

The General Assembly of 1921 began its work in reforming our tax system by the creation of a centrally controlled revenue department. At its head was the Commissioner of Revenue who was to be appointed by the Governor with the approval of the senate, for a term of four years, at a salary of \$5,500 a year and traveling expenses while on official duties. The law also provides that the Commissioner shall be elected after 1924.

The Commissioner has the power and authority to supervise the system of taxation in the state. He exercises general supervision over the administration of all assessments and tax laws, over all county, township, and city tax assessors and boards of equalization, to the end that all assessments of property, real, personal, or mixed, be made relatively just and uniform, and at their true value in money. He requires all county, township, and city assessors, and boards of equalization and levy and assessment officers, under penalty of forfeiture and removal from office, to carry out their duties according to law.

The Commissioner's duties also involve the handling of all complaints, and the instituting of proper proceedings against the violators of the tax laws; the preparation of all pamphlets for the instruction of all tax assessors; and the conduct of all investigations so as to make an accurate report to each General Assembly.

As a last resort for the tax payer there was created a board of appeal to be known as the State Equalizing Board. It is the duty of this board to hear the complaints of the taxpayers and to determine whether or not the assessments are just. This board of three is composed of the Commissioner of Revenue, the Attorney General, and the Chairman of the Corporation Commission. The board has a plenty to do as the property owners do not hesitate to appeal when they think their property is being overvalued.

The Revaluation Act was amended and county boards of review created, composed of the county assessors and county commissioners. The law called for their meeting on the Tuesday after the first Monday in April to determine if the value of real property as heretofore assessed in the county as a whole is in excess of a fair value of the property at the time of the meeting. It is the duty of this board to make proper inquiries and investigations into existing values of real property as compared with the value as assessed and appraised by the assessors, and to determine the true market value and report its findings to the tax commission not later than April 20 of each year.

State and County Support

During this period of remolding our tax system, there was a segregation of taxes for state support on the one hand and for local governments on the other. With the taking on of new tax features, and expansion in its expenditures, the state had to seek new sources of revenue. With the gradual opening up of new sources of revenue the state government found that it was gradually becoming self-supporting, and there was less cause to call on the county for a sum of money. But as late as 1920 we find the state still relying on real and personal property as a main source of state revenues, and directing that the county sheriffs pay over for state support thirteen cents of tax on each \$100 of property listed for taxation.

The General Assembly of 1921 saw fit to separate the state and county entirely, the county to have its own system of taxation and to collect its own revenue for maintenance within its own borders, under the supervision of the state. The state no longer relied on real and personal property as a source of revenue, but gave these to the county as its chief source of income, and by so doing relieved itself of all responsibility for over or under assessed values on general property. To-day the county commissioners are to blame for excessive values where they still exist, as well as for low assessments.

The counties were given the right to determine their own rates, with the approval of the State Revenue Commission. They began at once to use this new power by wiping off the tax books \$500,000,000. However, during this year the tax rates were higher. In 1920 the estimated revenues for all county and state purposes were only \$21,000,000, while in 1921 a total of \$26,000,000

was collected for county purposes alone, an estimated increase of over \$5,000,000 over the preceding year. In 1923 the total county tax approached \$40,000,000. These figures do not include municipal taxes.

By this new system the counties had a good deal more money and they spent freely. A large portion of it went into the development of the counties in the way of permanent improvements, mainly in roads, schools, public health work, and the like.

Since the State of North Carolina has seen fit to discard its chief source of revenue, the ad valorem tax on property, in the face of its ever increasing cost of operation, it is worth while to know where North Carolina gets the tremendous sums it spends annually.

The four main sources of revenue from which the state derives its income are: inheritance taxes, income taxes, license taxes, and franchises.

The Inheritance Tax

Occasional opposition is heard to the inheritance tax, but to the average person it is a very just tax. This is one of the oldest forms of taxation and is used in nearly all civilized countries. Practically every state in the Union has seen fit to tax inheritances, and it is worthy of note that the North Carolina tax is one of the lowest of all such taxes.

The present system calls for an inheritance tax on all real or personal property situated within the state, regardless of whether the testator is domiciled here or in another state at the time of his death, and applies to each individual's share and not to the estate as a whole. Relatives are taxed at a lower rate than non-relatives, and are given a higher exemption. The rate varies from one percent for the first \$25,000 to five percent on all inheritances of \$500,000 above the exemption. In this class widows are given a liberal exemption of \$10,000, and each child and grandchild under twenty-one years of age is allowed an exemption of \$5,000, and to all other beneficiaries under this group an exemption of \$2,000 each is allowed.

The rates of brother and sister and all other kin of the testator are higher, three percent on the first \$25,000 and seven percent on everything in excess of \$500,000.

In the third class of beneficiaries are placed strangers in blood to the testator and also all corporations. This class pays an even higher rate than the other two, the rate being five percent on the first \$25,000 and going as high as nine percent on everything in excess of \$500,000 above the exemption.

All properties left to religious, educational, and charitable corporations pay no inheritance tax if these institutions are not operated for profit, and neither do inheritances valued at less than \$200 pay tax. This last provision excludes about ninety-five percent of the beneficiaries of this class in the State of North Carolina.

Although liberal exemptions are granted, inheritance taxes are a good source of revenue and bring around \$500,000 into the treasury annually. This tax could easily be made to yield more.

The law provides for a basis of valuation of the inheritance where it is other than money, for there can be and often is endless litigation over this point. The law also allows deductions which may cause wide differences of opinion.

This tax is not a tax upon property, but is a tax upon the privilege of giving away and of receiving property, by will or by laws of intestate succession. Then why not restrict it to such property as is owned under the laws of this state?

My recommendation is that in the case of estates of non-resident decedents North Carolina shall tax only the real estate and personalities located in this state, that is to say, if all other states tax non-resident inheritors on the same basis.

At present, North Carolina imposes an inheritance tax on all property actually in the state, which includes all stock of North Carolina corporations held by non-residents. In my opinion this is a clear case of double taxation, for not only does the state in which the testator resides tax the inheritance, but North Carolina taxes it also, yet she has no legal control over it, as personal property devolves in accordance with the laws of the domicile of the owner. And yet we tax the estate of such a person because he has had confidence in our institutions and our citizens. It is to be observed that we are taxing a person (or his estate) who bears no allegiance to North Carolina, who has no duties or obligations toward this state, a person over whom in his life-time the laws of North Carolina had no authority, and for the devolution of whose personal property our laws do not prescribe. The reason why we tax such an estate is because we can; the courts have said that theoretically such property is within our taxing jurisdiction.

We tax a non-resident estate with reference to any savings or bank accounts in this state. We also tax any bonds of any nature which at the time of the death of the owner are physically present in this state. Not only that, but we have seen fit to tax any debt that a North Carolinian may owe the testator at the time of his death.

This seems hardly fair, for the non-resident may never have lived in North Carolina. He puts his money and securities into our banks for his convenience, and his loans to North Carolinians are good business to him. Is it not enough that the state in which he lives will collect sufficient tax, especially since it has jurisdiction over him and he is subject to its laws?

I would suggest that the constitution be so amended that North Carolina can tax only the real and tangible property within the state, and all personal property of its residents, and of non-resident decedents only the real property within the state. So long as we tax legatees and successions in the present manner we must expect confusion and complaint against our tax laws. It seems clear to me that the nature of inheritance taxation and the principles of law governing the devolution of property are such that our taxation of the estates of non-residents should reach no further than such property situated within this state.

The Income Tax

In 1919 North Carolina completed its seventeenth year of income legislation, and demonstrated its reliance upon this form of taxation by the passage of a new law taxing all incomes except those derived from the Federal Government, and adding an amendment to that effect.

The amount collected has been small as the tax was only on salaries, fees, and other income not derived from taxed property. In the decade from 1890 to 1900 the tax collected reached as high as \$4,500, in the next decade had only reached \$40,000, and by 1919 the highest amount that had ever been collected was only \$109,000. Although the receipts had been steadily expanding during the last two decades, largely through the efforts of vigilant administrative officials, the rate on income came to be considered both inadequate and unjust, as only salaried and professional men and women paid the tax.

The clerk and the stenographer, if their salaries were large enough for more than the bare necessities of life, paid income tax, while the merchant and manufacturer who employed them, although their incomes might be the envy of princes, paid none.

Under the new law everyone was taxed and the first year there was collected more than \$2,225,000 for the state from this source alone, although the year of 1921 was one of marked business depression. When prosperity returns in full measure a much larger amount will be forthcoming at the present low rates.

The tax is imposed upon all residents of the state who have a net income above legal exemptions, reductions, and allowances; upon all non-residents doing business in this state, and upon all domestic and foreign corporations doing business under our laws.

There are liberal exemptions allowed the individual. Thus the unmarried are allowed \$1,000 exemption; the married \$2,000, and an additional exemption of \$200 for each individual dependent upon the taxpayer for support. Fiduciaries are allowed a general exemption of \$1,000, but non-resident stock-holders are allowed no exemption at all if they have an income in the state in which they reside.

North Carolinians holding stock in foreign corporations are not taxed. There are other organizations which are not taxed, as Building and Loan Associations, Chambers of Commerce, Farmers Mutual Insurance Companies, cemeteries, and all charitable organizations not operated for profit.

The tax is very low, the maximum allowed by the constitution being only six percent of the income above exemptions. The rate is on the graduated scale, being only one percent on the first \$2,500 above exemption and gradually increasing until it reaches three percent for all incomes in excess of \$10,000. All corporations whether domestic or foreign are taxed the flat rate of three percent on all net earnings above exemptions.

The income tax law is limited by constitutional prohibition concerning the taxing of incomes derived from general property, upon the grounds that it is double taxation. The General Assembly has also seen fit to exempt from

taxation the stocks of railroads and other corporations. Such property is taxed at its source, that is to say the tax is paid by the domestic corporation and charged against the dividends distributed to the shareholders.

We have an ideal system of taxing incomes and I do not advocate any material change in our present system as it is a bad time to tax incomes; they are already taxed to the limit of endurance by the Federal Government. It would seem, however, that by constitutional amendment there should be a proper tax placed upon all bonds, notes, and solvent credits. A proper tax will force them to come out of hiding, and we shall have an increase in revenue.

The income tax is the most just of all taxes in that it comes nearer being distributed according to ability to pay than any other. However, it is suggested that the next General Assembly raise the amount of personal exemption on the unmarried to \$2,000, and on each married person living with spouse to \$3,000. The exemption of each dependent on the taxpayer, according to the present law, should be raised from \$200 to \$300.

The present exemption is not enough, for the tax bears too heavily on the poorer classes. It is worth noticing that there are only 75,000 persons in the United States who draw a salary of over \$10,000 a year. Is that fact not sufficient to show that this tax rests upon the poorer classes?

If this greater exemption is allowed, it will force more money into productive industry. The poorer classes will be able to invest their money in homes of their own, for it will serve generally to make capital less difficult to obtain, and will lower the capital charges that the poorer classes pay in rents and for what they consume.

There are many grounds for improvement in our present system of income tax. Especially is this true since our state government has discarded the tax on real estate as distasteful. Although this tax is the first consistent attempt made in this state to carry through a comprehensive reform of personal property taxation, the state should be given credit for the great work it has already accomplished and for the work it will undoubtedly accomplish in the future in making its income tax an equitable tax.

It is not contended that these suggestions will give North Carolina a perfect income tax system, since incomes are never stable, and the amount collected always depends upon the shifting state of prosperity. There is also that ever-present evil of shifting the burden which usually results in the payment of the tax by several different people in the effort to dodge it. It is contended that our system can and should be so remedied that the burden will rest with equal weight upon all.

The License Tax

Many people do not know that annually lawyers, doctors, theatres, hotels, peddlers, etc. have to pay a special tax for the privilege of carrying on their business, as do insurance companies and corporations. The tax for this privilege is levied by the year and is paid to the state. In most cases there is

a double tax levied and this second tax goes to the county. The taxes range according to the nature of the business, thus the lawyer pays five dollars to the state while the plumber pays ten dollars to the state and ten dollars to the county.

Under this heading the state, through its agents, collects a large amount of money each year from business concerns, tradespeople of all kinds, and professional men, there being a total of sixty different classifications in all. Each of these classifications carries a sub-list on which tax is collectible, and such tax varies in amount from the modest fee of five dollars up to the sum of \$2,000 which is collected from some of the larger concerns. Since these taxes reach practically all lines of business in the state, the amount collected is large, the insurance department alone collecting around a million dollars a year from foreign companies doing business in North Carolina. The taxes on most lines of business are graduated according to the population of the town in which they are situated, or according to the output of the business if it is a manufacturing concern.

The purpose of the tax seems to be a way of discriminating between persons, not things. The privilege tax hits our little business men hardest. It forces the plumber, the baker, and the grocer into paying two taxes for the privilege of carrying on their trades. According to the legal view this is double taxation in that it abstracts from the same person two taxes for a single privilege.

We let the big and little lawyers off with the minimum fee of five dollars. Is there any reason why the little professional man should pay four times as much for the privilege of fixing a leaking pipe, as the lawyer pays for the privilege of collecting the bill? Society needs both, they are indispensable, but this excessive tax may wipe out the little professional man.

The state of North Carolina has divorced herself from the county as far as general property taxes are concerned. Now is the time for another absolute divorce between the county and the license tax. With the present advance in state activities the state should collect the license tax, and distribute this tax equally among the small and large professional men. That is, charge each the same price for carrying on a similar business, which would permit the plumber to lie as cheaply for his fee as does the lawyer.

It is an old and sad truth that the effects of economic blundering in taxation are always felt most by those least able to protect themselves, and if the state expects to keep the good will of her citizens, she cannot afford to discriminate between classes.

I do not think that the graduated system used in the taxing of larger businesses would be a success in the professions, as professional incomes are seldom certain. The graduated tax is a good tax as applied to businesses and no change is advocated in our present system.

North Carolina has adopted the license tax as one of her chief sources of income because the principle on which it is based is endorsed by a majority of the men of the state, a principle that has been advocated by leaders of

both political parties because the tax is simple of application and collection, and so exceedingly small in its individual incidence that it does not involve any noticeable hardship upon the payer. Thus it seems an ideal tax.

The Franchise Tax

The franchise tax is similar to the license tax in some respects, but it hits the higher spots in business and collects in larger amounts. This tax hits the public utility companies and is intended to get a proportional share of the money these companies take out of the state without much capital investment. This tax applies to railroads, to Pullman car and express companies, and to telephone and telegraph companies. On the railroads a percentage of the property value is collected, while on the Pullman and telephone companies, a percentage of the gross receipts goes to the state in the form of taxes. Telegraph companies pay so much a pole mile, and express companies pay a mileage tax based on earnings.

Under this heading is collected the franchise tax on corporations, both domestic and foreign, doing business in this state. The basis is a percentage of the subscribed and outstanding capital stock. All these taxes are paid directly to the state.

Two other forms of taxes come under this head, the marriage license tax paid to the county and forwarded to the state, and the seal tax, charged by the state for putting the various seals on official documents.

No change is suggested in our system of franchise taxation except as to the marriage license tax. In this case there should be no tax at all. A marriage license tax discourages marriage, the last thing on earth we should discourage, since our very social existence depends on marriage. At present we encourage a man to marry, and tax him if he carries out our wishes. Then when we have him safely married, we make it almost impossible for him to get a divorce, as it is discouraged by society. We want marriage, the lasting kind, not to fill the coffers of our treasury, but to build up our social conditions.

This tax is not felt very much, and one rarely hears much grumbling about it, for the man who marries is intoxicated with love at the time he pays it. Yet this is a bad tax because it does not rest with equal weight upon all, neither does it measure ability to pay. The poor man is charged the same as the rich, not because he is as able to pay, but because of the benefits it is presumed he will receive.

Our state controls marriage by certain laws governing it. These laws set forth certain prerequisites which act as a check upon marriage, and give society all the protection it needs. Therefore, this tax should be abolished since it is a check on that which our high birth rate shows that we encourage.

In the past three hundred years, our state has grown and prospered under a rule that refused to recognize different social classes, and which claimed and demanded a government which would keep its hands off the individual as far as possible. The state is supposed to gather in with one hand from the public, and return certain benefits with the other, but we have drifted away from this rule.

Since the war there has been a vast increase in taxes, yet the burden is not really excessively heavy considering the state's wealth and resources, and it should be borne with relative ease if properly adjusted. As a matter of fact, it is grossly maladjusted at present.

The problem considered in this paper may call for several amendments to our constitution to provide for the real needs of our state. The first thing to insure is that our state government should be administered economically and honestly, and that no more shall be withdrawn from the people than is necessary to carry on a good government.

If the government takes too much, the living conditions of the mass of the people will be lowered. It is impossible to make up for this by taxing the rich excessively, for what is taken from the rich by excessive taxation is not the share of the things that they will consume, but the share of things which would have been represented by their excess income over expenditures, which should have represented investments. Excessive taxation of the rich will result in diverting capital from productive uses, a thing which we do not want to do.

Until recently our state prospered on such a small income that the question of taxation was of small interest. To-day taxation is a major problem, a matter of universal complaint, which is chiefly due to our faulty system, and our ill-judged methods of taxation.

SOURCES OF INFORMATION

Seligman's Essays on Taxation.

Hunter's Outlines of Public Finance.

Newspaper articles by Maxwell, Bailey, and Clark.

Files of the Seminar Library of Rural Social-Economics.

May 12, 1924.

STATE PRISON REFORM IN NORTH CAROLINA

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Recent Reforms

As in all social reforms, the beginnings of state prison reform are lost in the dim ages past. There can be no definite date set as to the beginning of prison reform. Perhaps from the very first prison built there have been people trying to reform conditions. We inherited in America, along with other things, the English system of prisons. So we can say that there has never been a time in the history of North Carolina that people were not interested in this question.

The immediate origin of the present widespread interest in prison reform in North Carolina came from an address delivered before the Conference of Social Service by Mr. A. W. McAlister of Greensboro in March, 1922. This conference appointed a committee of five members to investigate prison conditions. The committee felt too small and not well enough informed to handle the problem so it enlarged itself until the "Citizens Committee of One Hundred" was formed. This committee of one hundred was selected from all parts of the state and was composed of many prominent men and women.

In November, 1922, it met in Greensboro to discuss the reports of the various sub-committees that had been formed. After careful consideration and study of the problems presented the Committee of One Hundred adopted fifteen resolutions to be presented before the state legislature in its regular session of 1923. Out of the fifteen resolutions only three were enacted into laws.

In a letter of March 16, 1923, Professor W. B. Sanders, Secretary of the North Carolina Conference for Social Service, writes: "In all, three of the recommendations of the Citizens Committee were enacted into law, (1) the abolition of the State Hospital for the criminally insane, (2) the appropriation of \$37,500 for the establishment of a colony for the tubercular prisoners, (3) the placing of the financial administration of the state prison under the state treasury department."

In regard to the Tubercular colony, Dr. McBrayer, superintendent of the State Tubercular Sanatorium, in a letter of November 17, 1923, says, "The location for the buildings has been selected, the architect has been selected, and the blue prints of the buildings have been furnished the committee from the board for study and changes. As soon as these are agreed upon the specifications will be prepared and bids advertised for. It will no doubt be a few months before the prison sanatorium will be ready to receive tubercular prisoners."

As to the abolition of the criminally insane department, the prisoners are being moved as quickly as there can be found a suitable place for them in the state institutions.

His Excellency Governor Morrison recently passed as an executive order the abolition of flogging of state prisoners, dungeons in the state prison, and the old system of sentences. Now a man is given an indeterminate sentence which is governed solely by his conduct. Both a minimum and a maximum sentence is given. If the prisoner behaves he receives the minimum and if he does not the maximum is applied.

This, in brief, is the history of recent prison reform in North Carolina.

Present Conditions

The present conditions under which our state prisoners live and work are worthy of our approval although many things are far from ideal. The central prison at Raleigh is kept clean and sanitary. Although the buildings are about fifty years old modern systems of lighting, heating, and sanitation have been installed. The prisoners are given sufficient food of good quality, and the staff of officers, especially the medical department, are beyond my criticism.

But we may well ask, How are the prisoners governed and worked? In the central prison there is a chair factory that does very good work. There are quite a few men employed in this factory. There is also a brickyard and kiln. These two industries are all that we now have.

At the present time there are nine prison camps being operated by the state prison. The prisoners so far as I have been able to learn are employed in public work.

State prisoners are divided into three classes under what is termed the "Honor System". These classes are termed A, B, and C. The class A prisoners work in separate camps without guards and are not chained in at night. They wear no distinctive uniforms and they receive fifteen cents per day for every day that they work.

The class B prisoners work under guards but without chains and they may or may not be chained in at night. They receive ten cents per day for their work.

The class C prisoners work under guards, in chains, and are chained in at night. They receive five cents per day for their work. They also wear a distinctive uniform.

This classification is based entirely upon the behavior of the prisoner. There are other regulations as to leisure time, letter writing, and commutation of sentence that apply to the several classes.

When a prisoner first enters the state prison he is given a bath, a physical examination, and clean clothes. His cell is provided with a spring cot, a mattress, and clean bed linen. Also at this time a description of his body is taken along with his finger prints. The finger print system has been in operation only a short time.

The working conditions of the prisoners are about the same as those of any common laborer. The men work ten hours a day and are excused if they are sick or physically unable to work.

Needed Reforms

But with all the good conditions in our state prison there are still certain reforms needed. Some of the resolutions of the Citizens Committee can well be restated. We need on our state farm a colony for women offenders. These women should not be kept in the central prison at Raleigh. True they have segregated quarters and a separate out-door park or campus, but they need to be placed out in the country. This has been tried in other states and found very successful. We must recognize that our prisons are not only punitive but also correctional institutions. If these women could be placed in such a farm colony they would have a better chance of reforming and living lives in harmony with our laws and customs.

We need also a better system of prison industries. There should be at the prison at Raleigh enough and varied enough industries to occupy every prisoner in some form of work that will fit him for his life outside of prison. In the report of the state prison of 1922 there were listed forty occupations, not counting common day labor, in which the prisoners were engaged before entering prison. These people should be supplied with the means of securing an honest livelihood when they leave prison and the only place where they can be taught this is in the state prison.

Along with this system of prison industries should go a system of compulsory education. In the report quoted above there was mentioned the fact that nineteen percent of the prisoners were totally illiterate. This does not include those who can only barely read and write. The instructors under this system should be competent men who understand the needs of the prisoners. Salaries should be large enough to secure the best possible men, and should be paid by the state. The state will save in the end by doing this as the salaries would be more than paid for by the lowering in the number of prisoners and in the upkeep of buildings.

The executive order of Governor Morrison in regard to the abolition of flogging and the confinement in inhuman dark cells should be written on the statute books of the state. This should apply with equal force to the prisoners of the various counties.

The county system of jails should be abolished and in their stead there should be district jails under the control of the state prison board. In connection with this system there should be a system of state prison camps located at strategic points that would abolish the present system of county convict camps as such. A study made by Professor Sanders disclosed certain conditions in the county camps and jails which make this measure absolutely necessary. The State Board of Public Welfare can investigate and report their findings to the county commissioners but this board has no power to enforce their recommendations. Therefore the county boards can do as they please. Conditions found in some of the counties are frightful and some measures should be passed to remedy these things.

There should be in our state prison some system of self government. This has proved a success elsewhere so why not in North Carolina? Such a system

would teach our prisoners their place in society and the need of governmental control. If the prisoners had to work out for themselves a system of government and enforce their laws they would be more prepared when they leave the prison to help enforce the laws of the state and to obey them.

Our system of grading the prisoners on their conduct is good for the able-bodied who are able to work but it takes no consideration of the prisoner who is unable to work. Under the present system a man can draw half of the wages earned while in prison and the other half is given him when he leaves. But what does the man who is unable to work receive? The answer is found in the case of John T. He was released from Raleigh April 26, 1923, with only twenty cents in cash and no ticket back home. He was physically unable to work so he received no wages as his papers from the warden proved. He applied to the Associated Charities for help, for he wanted to go back home where he had a better chance. Section 7747 of the statutes says that a man shall be given a ticket out of his commutation money if there is any. John did not have any such money so he received no ticket. He was turned loose in Raleigh where he knew no one and left to shift for himself. This condition should be remedied. Every prisoner should receive from the state a minimum amount when he is discharged. This would enable him to have a fairer chance in life. If conditions are left as they are, the neighboring community around the prison will suffer and this is not fair.

One of the reforms advocated by the Committee of One Hundred that I think could well be presented at this time in the abolition of the convict lease system. Practically all the complaints that come against the prison system of North Carolina are made against the lease system as a whole or against the various items that arise in the carrying out of this system. Out of the nine or ten convict camps that are composed of state prisoners, practically all are run on the lease system. This system leaves the prisoners open to the worst type of exploitation. The state prison system as stated above is not only a punitive but also a correctional institution. Under the lease system the prisoners are worked by private corporations for their own benefit. It is not right that private firms and individual citizens should profit by the work of the state prisoners. To quote from an address by Prof. W. B. Sanders delivered in Greensboro this winter, "There can be no justice in any individual or private corporation benefiting from the labor of a state or county prisoner. It was this system that caused the death of Martin Tabert in a prison camp in Florida at the hands of a whipping boss. There is a certain company of private contractors in North Carolina already working county prisoners under the convict lease system through a legal technicality, and who are planning to go into the business upon a large scale. Should this plan materialize, and it will do so in all probability unless prohibited by statute, we shall have invited upon our heads a repetition of the disaster that overtook Florida." This measure would apply to both the county and state prisoners, regardless of their race or color.

There should be established a program of rehabilitation for discharged prisoners. We can see from the case of John T. the need of such a program.

This work should be carried on in the prison and not at any other place. There should be included in this program a parole or probation system for all discharged prisoners and an agency for the employment of discharged prisoners. The state prison of Illinois is a fair example of the working of such a program.

There should be a law somewhere in our statutes that would give to the family of the prisoner at least a part of what he earns for the state. Often the family of the prisoner is left without any means of support and is thrown upon charity for a living. This should not be. The prisoner should be compelled to send part of his salary home, or the state should pay the family a percentage of the actual earnings of the prisoner.

There are many more reforms that are needed in our state prison system. We have made a good start but there is very much that needs to be done. We must not let the work stop where it is but we must see it through as long as problems exist.

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December 3, 1923.

SOCIAL TREATMENT OF CRIMINALS IN NORTH CAROLINA

W. B. SANDERS, Orange County

The Movement

The beginnings of any movement for social reform reach so far back into the past that their origins can be traced only with the greatest difficulty if they can be traced at all. But while the historian can not say with definite assurance who were the first people in North Carolina who took upon themselves the unpopular task of prison reform, yet he could scarcely be far wrong in saying that, from the earliest colonial days when the old English gaol was first transplanted upon our Carolina shores down to the present day, there has never been a time when there were not at least a few great-hearted and sympathetic individuals in North Carolina whose sensitive spirits were deeply moved by abuses and cruelties in the existing prison system, and who were earnestly concerned with improving prison conditions.

The immediate origin, however, of the present widespread interest in prison reform in this state may be traced back to the session of the North Carolina Conference for Social Service held in Greensboro in March, 1922. At this meeting Mr. A. W. McAlister of Greensboro read a paper setting forth the experience of the Men's Bible Class of the Church-by-the-Side-of-the-Road in having paroled to them two boys who were serving sentences on the Guilford county roads. As a result of the profound impression created by this paper which urged in conclusion a wider extension and use of the parole system, especially in regard to county prisoners, the Conference appointed a committee of five members (1) to make a careful study of state, county, and municipal prisons, prison camps, prison farms, and care of prisoners throughout the state, and (2) to draft a bill or bills to be presented to the General Assembly during its next session.

In view of the far-reaching issues involved in the prison problem, and in order to bring to bear upon such a delicate and formidable task the highest skill and constructive social thought, this committee of five members was subsequently enlarged to a Citizens Committee of One Hundred on Prison Legislation, composed of prominent leaders from all parts of the state, whose task it would be to help study the problem with a view to working out an up-to-date prison system suitable to conditions in North Carolina.

During the summer of 1922, shortly after Mr. W. B. Sanders was appointed as Executive Secretary of the Conference, the Citizens Committee was divided into sixteen sub-committees, each committee being assigned to study some particular phase of the prison problem. While these different committees were working upon their reports, Mr. Roy M. Brown, of the State Board of Charities and Public Welfare, and Mr. Sanders visited about thirty county jails and a dozen or more convict camps in an attempt to find out actual prison

conditions in the state. On November 24, 1922, the Citizens Committee held its first Conference in Greensboro in the Guilford County Court House, and in an all-day session discussed the reports and recommendations of the sub-committees. On the basis of these reports fifteen bills were eventually drafted and the majority of them were introduced in the General Assembly, where, as was to be expected, they found rather rough sailing. In all, three of the recommendations of the Citizens Committee were embodied into law:

(1) The abolition of the State Hospital for the Criminal Insane, located at the State Prison in Raleigh, with provision for the subsequent transfer of all criminally insane prisoners to the two State Hospitals at Raleigh and Morganton;

(2) The appropriation of \$50,000 for the erection of a colony for tubercular prisoners at the State Sanatorium, and \$37,500 for maintenance;

(3) The placing of the financial administration of the State Prison under the State Treasury, on the same basis as other state institutions. This bill which was duly passed by the General Assembly failed to go into effect, however, due to an oversight on the part of the State Prison officials in getting an appropriation for the State Prison.

The bill to prohibit the flogging of prisoners and to prohibit the use of dark cells and dungeons as methods of discipline did not receive the support of those in charge of the State Prison system, and, consequently, was reported unfavorably by the legislative committee to which it had been referred.

The most interesting and certainly the most sensational episode in the prison reform movement in North Carolina, occurred last April when Mr. E. E. Dudding of the Prisoners' Relief Society in Washington, D. C., gave out a statement to the newspapers to the effect that he had received letters from prisoners in the State Prison in Raleigh charging the officials with cruelty and malfeasance in office. While public opinion in the state gave little credence to these charges, the majority of the state papers held the attitude that, in justice to the fair name of the State and in justice to the State Prison officials whose integrity was called in question, a thorough investigation of the entire prison system should be made. The State Board of Charities and Public Welfare was requested by Governor Morrison to make the investigation, and they proceeded at once to employ one of the leading prison reformers in the country. While the Board of Directors of the State Prison seemed to have no objection to a home-made investigation, they didn't care to have an outside prison expert coming in to look them over, and they raised such a storm of protest that Governor Morrison withdrew his request to the State Board of Public Welfare to make the investigation on the ground that it would be "embarrassing" to him. By this time public opinion had been aroused to such an extent that it demanded that some action be taken. It came as a distinct surprise, nevertheless, when the announcement was made that the Board of Directors of the State Prison had banished the lash and the dark cell as methods of discipline for state prisoners. Governor Morrison as his contribution to the cause placed all state prisoners upon indeterminate sen-

tence, and instructed the Attorney-General to have the solicitors investigate conditions in the county jails and convict camps. The results of the investigation of the prison conditions by the solicitors has not been made public except in one or two instances. Since the Dudding episode there has been no event of outstanding interest in the way of prison reform in the state.

With this brief outline of what has already been accomplished for the improvement of prison conditions in North Carolina, and before offering suggestions for further improvements, it may not be out of place to give a summary of the results of a detailed inspection of forty-nine county jails in the state by Mr. Roy M. Brown and Mr. Sanders, as well as a summary of personal interviews with three hundred and six prisoners confined in these institutions.

The Facts

North Carolina already has upon its statute books a number of excellent laws in regard to county jails and the treatment of prisoners, and it may be of interest to know in how far these rules and regulations are being complied with. Perhaps the most important of these laws is that each county jail shall be provided with at least five separate compartments for prisoners: one for white males; one for white females; one for negro males; one for negro females; and one for other prisoners. Of the 49 county jails included in the study only six had five or more cell compartments meeting the requirements of law. Nineteen of the jails had only one cell compartment, while fourteen more jails had only two cell compartments. It is quite obvious that in jails with only one or two compartments there can not be adequate provision for the separation of men from women prisoners, whites from blacks, sick prisoners from those who are in good health, or the insane, vicious, or dangerous prisoners from the others. Fortunately, few of the county jails have both sexes of both races in confinement at the same time, so that ordinarily two or three compartments answer the purpose fairly well; yet in several of the counties the whites and blacks were actually confined in the same cell compartment at the time of inspection. In one case a white woman was locked in the same cell compartment with an insane negro woman, while in another case a sixteen-year-old white boy was locked in the same cell compartment with the worst type of negro men prisoners and was freely associating with them. Some of the jails with less than the required number of compartments are overcrowded. In one jail twenty negroes were confined in six cells, while in another jail six negroes were locked up in one cell with only four bunks and one of those broken so that the negroes had to sleep in relays, some during the day and others at night.

One important law which is frequently disregarded is that which declares that every prisoner within forty-eight hours after his admission to any jail must be given a thorough physical examination by the county physician or health officer. Only ten counties of the number studied claimed to be strictly enforcing this law. In others a half-hearted attempt was made to examine prisoners where the need for treatment was obvious, while in a few counties the county physician claimed entire ignorance of there being such a law upon

the statute books of the state. Without such an examination it is impossible to separate sick and infectious prisoners from others. In one of the instances, however, where full physical examination of prisoners was made, it was found that out of twenty negro men prisoners confined in jail, nine had active cases of so-called social diseases, while another was a positive tubercular, and yet no attempt was made to separate the diseased prisoners from the others. In this connection it might be added that of all prisoners found in county jails, 16.7 percent claimed to have active cases of social diseases, while 8.7 percent more claimed to have suffered in the past from these diseases, making a total of 25.4 percent. None of the jails studied had hospital wards for treating sick and diseased prisoners.

In regard to sleeping facilities in county jails, it is interesting to note that twelve of the 49 jails provided no mattresses for the prisoners to sleep on. In nine of the cases canvas hammocks were used while in three cases blankets composed the only articles of bedding. In several instances the supply of blankets was inadequate for cold winter nights. In some jails the blankets are never washed but are used until they are worn out. In one jail where there was a negro jailer the prisoners were compelled to sleep on a mattress laid on the filthy jail floor. Fortunately the judge never sends white women as prisoners to this jail.

One law which may seem unnecessary but which experience has proved to be a wholesome regulation is that each prisoner shall be required to have not less than one general bath every week. This law, however, is seldom enforced, partly through indifference of both prisoners and jailer, and partly, too, through lack of facilities for bathing. In thirteen of the 49 county jails there was absolutely no provision for the prisoners to take a bath. In twenty-seven jails there was no provision for hot water so that during the winter months prisoners are denied a bath except in ice-cold water. In sixteen jails the sewage system was out of order, while three jails had neither sewage system nor waterworks.

Several of the jails contain dark cells which are sometimes used, and in at least two instances the jailers have flogged prisoners and brutally abused them in direct violation of law.

While flogging of prisoners and the use of dark cells as a means of discipline is not allowed in the State Prison, it is still the customary form of punishment in the county convict camps, and brutality in its most revolting forms is by no means rare. In one convict camp* where the guards boast that they do not flog prisoners, they lock them up for twelve hours at a time in an upright box cell whose dimensions are 19 inches by 19½ inches by 6 feet. The position is so constrained that a man in this cell can not raise his hands from his side. On the other hand some convict camps are using very successfully the Honor System, where prisoners are worked without guns, without guards, are

* Since this paper was written the author has learned that this county no longer uses this punishment cell.

not locked in at night, and are allowed occasionally to spend week-ends with their families. The proportion of escapes in the Honor Camps is less than for camps where the slave-driving system is in force.

But, however much conditions in the county jails and convict camps may be improved, the solution to our prison problem will not be found until first it can be definitely established what kind of person goes to jail and why he goes there, and until social workers and public officials, re-inforced with this knowledge, seek to remove the causes of crime. In personal interviews with 306 prisoners in county jails in North Carolina Mr. Brown and Mr. Sanders tried to get at some of the fundamental facts of social significance about prisoners and their families. Some of the more interesting facts follow.

(1) The Negro prisoners were slightly in the majority, making up about 53 percent of the total jail population.

(2) Over one-fifth of the prisoners or 21.2 percent were under twenty years old, and over three-fifths or 62.3 percent were under thirty years old. We see that the majority of the prisoners are young men not yet in the prime of life, and who are not so hardened that they might not be reclaimed with the proper social treatment.

(3) One hundred and ten prisoners, or 38.5 percent of them, admitted that they had been in jail on some previous charge. What a commentary upon the success of our present system of treatment of offenders!

(4) In regard to education, the total percentage of illiteracy was 19.2 as compared with the state ratio of illiteracy of 13.1. Only three prisoners claimed to have received any college or normal school training.

(5) About forty percent of the prisoners were day laborers or other unskilled workers; 28 percent were farmers; 18 percent were semi-skilled workmen or small tradesmen; and 10 percent were factory operatives. Of the entire group only three were so-called professional workers, one of them being a musician, and two school-teachers. No doctor or minister was found among them.

(6) Nearly half the prisoners, or 46.1 percent, claimed to belong to some church, while 3.6 percent more boasted former church membership. A few prisoners declared they were turned out of church when they got into trouble.

(7) In regard to offenses for which prisoners were confined, 31.1 percent were violation of the prohibition law, in which the white prisoners outnumbered the negroes two to one. Crime against property comprised 27.2 percent of all offenses, the negroes in this respect outnumbering the whites more than three to one. Crimes of violence made up 22.2 percent, the negroes still outnumbering the whites two to one. Sex crimes made up 7.8 percent, in which the whites, contrary to expectation, outnumbered the negroes.

Some Recommendations

North Carolina's frequent boast that she has the best system of public welfare of any state in the South can scarcely be disputed, but no one can make such a claim in regard to the state's methods of handling its prisoners.

In fact, in a number of respects several Southern states have made much further progress in recent years than has North Carolina so far as trying to work out an up-to-date prison system is concerned. What are some of the more important changes that need to be brought about in the prison system in this state before North Carolina can claim to be handling the prison problem in a scientific and constructive manner? The Citizens Committee of One Hundred on Prison Legislation holds the following recommendations as essential features of the prison program which will be presented to the General Assembly meeting in 1925:

1. That it shall be made legal for two or more counties to unite in building district jails, and that the substitution of district jails for county jails shall be encouraged to take place as rapidly as possible. The survey of county jails made by Mr. Brown and Mr. Sanders showed conclusively that the equipment of the average county jail is inadequate, and that only a few of the county jails meet even the minimum requirements of the state law. The report brought out the further fact that in one-fifth of the county jails there were no prisoners confined at the time of the inspection. It would seem, therefore, as a matter of economy of public funds, that it would be much better for a number of counties to build jointly a district jail to care for all county prisoners awaiting trial. Such a district jail would be equipped with a hospital ward for sick prisoners, and a women's ward entirely separate from the rest of the jail with a matron in charge day and night; as well as adequate provision for separation of races, which is not possible in a large number of county jails at the present time. The plan of the district jail in place of the county jail was advocated as far back as fifty years ago by Dr. Frederick H. Wines, one of the leading figures in this country in the history of prison reform, and it has been reiterated on numerous occasions, but such is the force of local tradition, and so firmly imbedded is the county jail in our system of local government, that with all its flagrant abuses and woeful inefficiencies, no state has yet attained enough moral momentum in prison reform to shake the county jail from its foundations.

2. A state farm colony for women offenders. It is a matter of common knowledge that women sex offenders brought before the recorder's courts in the cities of North Carolina are usually let off with a small fine and cost, a thirty-days sentence, or are released altogether on condition that they leave town. From the number of professional prostitutes that are repeatedly brought up on the same kind of charge it is quite obvious that the present method of handling this type of offender is wholly inadequate. A fine of \$50.00 to such a woman is looked upon as a tax upon her professional occupation—a risk that must necessarily be borne—and the effect of such a fine is not deterrent or punitive, but it usually results in the woman's redoubling her efforts in order to gain back the money paid out in fines, which makes her a greater menace than ever to the community. If such unfortunate women could be sent for several months or a few years to a state farm colony, where they could be taught a decent trade and could be cured of such diseases as

they may have, and could be given a different outlook on life that would encourage them to go straight, the state would have taken a long step toward solving the problem of the women offenders.

3. The abolition of the county convict camp as such and state control of all prisoners. Repeated investigation in this and other southern states shows that in actual practice the county convict camp system is nothing more than a system of legalized slavery, where the sole purpose so far as the county is concerned is to provide cheap labor for building its county roads, and only in rare cases are camps found where constructive social forces are applied in the treatment of the prisoner which would fit them for better citizenship upon their release. The state of Indiana controls through its state prison system misdemeanants as well as felons, and reports published by the Indiana State Prison indicate that the system is working quite satisfactorily. North Carolina has over three-score county convict camps in all parts of the state, each county making its own rules and regulations in regard to working and controlling its prisoners, so that the state has a separate little penal system in each county where prisoners are worked. Obviously, it is impossible to supervise in any adequate way so many separate systems—so far as the State Board of Charities and Public Welfare is concerned—and abuses are bound to creep in. Under state control with a dozen or more state prison camps located at strategic intervals throughout the state, centralized supervision would be comparatively simple, and, as suggested above in the case of the district jail, the equipment would necessarily be more adequate, and it would be possible to employ a higher type of man for guard and superintendent.

4. That the State Board of Charities and Public Welfare shall be given power to enforce the rules and regulations already upon the statute books in regard to the care and treatment of county prisoners and to maintain prescribed standards for county jails and convict camps. An effective way to enforce the prison rules and regulations would be to give the State Board of Charities and Public Welfare power to close up county jails in cases of gross neglect or violation of law, thus compelling that county to send its prisoners to an adjoining county that is complying with the law. Such a system is being worked successfully in Alabama, and should be applied with equally good results in this state.

5. That flogging and confinement in dark cells and dungeons as a method of discipline for prisoners shall be prohibited in all prisons, chain-gangs, prison camps, or workhouses in the state. Such a law already applies to state prisoners, through a ruling by the Board of Directors of the State Prison, but flogging is still quite common in county convict camps. Now it seems strange that state prisoners, who are guilty of felonies, should be worked successfully under a milder system of discipline than is commonly employed with county prisoners guilty only of misdemeanors. The common objection to passing a law making flogging illegal is that it is impossible to work negro prisoners without corporal punishment, and yet we see, according to the last report of the State Prison (1921-1922) that 46 percent of prisoners coming to the State Prison are negroes. The Federal Prison in Atlanta has several

hundred negroes, and yet corporal punishment has been prohibited for a number of years with no ill results. If, however, there are exceptional cases that can not be worked on county roads without resort to punishment, it should be made possible for counties to send incorrigible prisoners to a state prison camp, specially equipped for handling this type of offender. In some cases where prisoners refused to work on county roads they were taken before magistrates and were given extra time to serve—a method which seldom fails to bring good results in the way of work.

6. Abolition of the convict lease system for both state and county prisoners. North Carolina is the only state in the Union where prisoners can be worked—and are worked—under a convict lease system. Such a system invites corruption and cruelty, as the state of Florida can testify through its experience with the case of Martin Tabert. County prisoners in North Carolina are now being worked under the lease system in some instances, and one company of private contractors is planning to go into the lease system upon a large scale. There can be no justice in any individual or private corporation benefiting financially from the labor of any state or county prisoner, and the General Assembly should enact a law against such exploitation of prisoners by private interests.

7. Abolition of capital punishment.

8. That at the expiration of the term of the present Board of Directors of the State Prison, there shall be elected by the General Assembly upon the recommendation of the Governor, five persons who shall constitute the Board of Directors of the State Prison. At the 1925 session of the General Assembly all five of these members shall be elected; two for a term of two years, two for a term of four years, and one for a term of six years, and, thereafter, the term shall be six years for all; provided: that the minority party and that both sexes shall be represented; elections to be by concurrent vote of the General Assembly.

9. That provision be made for the establishment of a more adequate system of prison industries in the State Prison, which would provide vocational training for such prisoners as are capable of receiving it.

10. That the Board of Directors of the State Prison shall be authorized to employ one or more psychiatrists or psychologists for the examination and classification of all state prisoners.

11. Compulsory education for the prisoners in the State Prison, and the employment of teachers and instructors for same; said instruction to be during regular work hours.

12. That the present law relating to the membership of the Advisory Board of Parole shall be changed so that it shall be composed of the following members: the superintendent of the State Prison, a member of the staff of the State Board of Charities and Public Welfare, and a representative from the State Bureau of Labor, and the chief of the Bureau of Parole of the State Board of Charities and Public Welfare, the last named member to act as

Secretary of the Board; provided, however, that the Secretary of the Board shall not have the power to vote. It is further recommended that the Advisory Board of Parole shall assist discharged prisoners in finding employment.

13. That the same standards of health and sanitation be maintained in city prisons as are required in county jails.

14. That it be made mandatory for all prisoners with tuberculosis to be transferred from county jails and convict camps to the state colony for tubercular prisoners.

15. That prisoners be provided with adequate clothing when discharged from county and state penal institutions.

16. That it be made mandatory for all state penal or reformatory institutions, caring for either juveniles or adults, to notify the county superintendent of public welfare of the county to which a prisoner is to return, at least ten days before a prisoner is discharged; the county superintendent of public welfare being in each case the legally constituted parole officer.

17. That there shall be created in counties, especially in the larger counties, as a part of the county department of public welfare, some agency for looking after the welfare of prisoners and especially discharged prisoners.

18. That a wider use and extension of the Honor System in county and state prison camps shall be definitely encouraged. Several counties are working this system quite successfully, as the following case well illustrates:

A few months ago a man in Macon county by the name of B. shot and killed a companion in a drunken fight over a card game, and he was sentenced on a charge of manslaughter to 30 months in jail, to be assigned to the roads. Macon county not having a convict camp of its own sends its prisoners to Haywood county which pays Macon the court cost in each case in return for the prisoner's services. B. was sent to Haywood but when the bill of costs, amounting to over \$500 arrived, the officials in charge decided they could not afford to pay so much for 30 months' work; so B. was told to go home. He returned alone and reported to the sheriff of Macon county who put him back in jail. It seemed foolish, however, for an able-bodied and trustworthy man to spend 30 months of idle waiting in jail, when he might be at work. Now it happened that a road builder near Franklin, the county seat, was badly in need of laborers. A plan was accordingly worked out under which B. was allowed to work for wages under this man, without being chained or guarded in any way, receiving \$2.00 a day, just as the free laborers. Of this amount he is allowed to keep fifty cents. The other \$1.50 goes to the county. As the result of another happy idea, B.'s wife is paid \$20.00 a month for boarding him in his own home. Under this arrangement if B. makes solid time he is contributing \$33.00 a month to the support of his family and is paying the county \$19.00 a month. At the end of 30 months the county will have received \$570 instead of the \$500 it would have received from Haywood. If a man serving a sentence for manslaughter can be worked successfully upon his honor, is there any limit to the extent to which the Honor System can be carried?

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November 5, 1923.

A PROGRAM FOR DELINQUENT GIRLS IN NORTH CAROLINA

NORMA CONNELL, Warren County

In our progressive program of the North Carolina Club we have been interested in very fundamental factors that will lead us to become a richer, finer, more beautiful and more healthful state. We need to know more about and act on forest fire prevention, county government, rural libraries and co-operative marketing, and if we are to be a growing people we must be active in these things. But if we are to be interested and active in these material things how much more active should we be in dealing with the children of our State, since the children of our State are our most valuable asset. Statistics show us that the majority of delinquent girls enter delinquency before the age of fifteen, thus making it a problem of childhood that must be considered. Statistics also show that nine-tenths of the delinquent girls come from very poor homes. So in thinking of a program for delinquent girls let us remember it is a problem of the very young girl in the poor home with low social standing.

Causes of Girl Delinquency

A number of things may be included in the term delinquent girl. A delinquent girl may be one who steals, drinks, begs, is truant from school, or guilty of sex crimes. Often several of these offenses are found going hand in hand. The most common one is that of sex crime. These young girls from twelve to eighteen who roam at will, causing trouble, expense, and misery both to themselves and to society, could not as a class be called immoral but rather unmoral. It is not up to us to condemn these girls but to try to understand. Let us hear what they have to say for themselves; let us see what the real causes of their delinquency are. Here in North Carolina with our large population of tenant farmers and cotton mill workers we find that delinquency is attributed to the following causes: lack of amusement, immoral parents, no parental control, association with older delinquents, low wages, and lack of means for the necessities of life to say nothing of the pleasures of life, and the lack of a sense of right and wrong.

These girls are out of school. Let us ask why they are no longer interested. It is because they have not been able to keep up with their work and have fallen behind in their classes until they have become ashamed of their backwardness and drop out. The educational system of North Carolina is fashioned for the girl and boy who intend seeking higher education. It does not teach the girl of the tenant farmer or the mill family how to be a better housekeeper or a mother. These girls see no relation of the high school course to their narrow, limited future and as a result they have no ambition to get it. The majority of the delinquent girls in this state do not reach high school but are forced to drop out around the fifth and sixth grades. The solution for this problem would be a correlation of social work and school

teaching. A well rounded teacher is part social worker. The teacher will encourage a disheartened girl who tends to lag in her work. She will fire within her a burning ambition to rise above the sordid plane of her daily experience to a higher plane where her character is strengthened and her life beautified. The social-minded teacher will know that the majority of girls never go beyond high school and so give them training that will make them better home-makers, mothers, citizens, and laborers. Which will the average daughter of a tenant farmer or mill worker be most interested in, Caesar's Gallic War or Feeding the Family? She will become more interested in the one in which she sees the most good. If she is interested in the school work and her teachers are interested, there will be no problem of truancy.

All girls have a burning desire and longing for adventure, romance, pretty clothes, amusement, distinction and freedom in the larger world which would give them so many alluring companions. In dealing with the delinquent girl we must bear this in mind because these are just the impulses that lead finally to delinquency. These other desires are foremost and girls enter into sexual relation in order to obtain these other things they so long for.

Shop Girls and Low Wages

Let us think about the girl who works in the five-and-ten cent stores in Durham, Charlotte, Raleigh, Winston-Salem, Wilmington, or any other large town. They get about seven dollars a week. They have to pay five dollars a week board, leaving them two dollars for clothes and amusement. They must dress decently in order to hold their jobs. All girls have a desire for finery. All girls must have a certain amount of finery. It is a part of their nature. With two dollars a week they cannot get bare necessities in clothing, so what do they do? Around at their cheap boarding houses they find girls who work for the same wages but who have pretty clothes and spending-money. They then find that the money was gained in an immoral way. The older and more experienced girls influence the younger girls to follow in their steps. The girls say oftentimes that they do not find this life attractive, but they bear it because it is the only means of getting pretty clothes which they want more than anything else in the world.

Then about the amusement of these shop girls. What are the towns of North Carolina doing in this line? The shop girls work all day with the steady, grinding rush. Six o'clock comes. What then? Often they are in towns where they know no one. Something similar to this happens. Several of them get out of the store and ask: "What can we do tonight? I want to do something exciting." They cannot afford to go to a picture show. Men standing by recognize their longing glances at the billboard and thinking them fair game offer them tickets to see the show. The girls accept, thinking it only an adventure, but after the show an automobile ride proves more than adventure, resulting in the girls making their first moral transgression. One department store manager, when told by one of his clerks that she could not live on her salary, asked her if that was the only way she had of making a living.

Often we hear of a rich business man giving thousands of dollars for a home for unfortunate and delinquent girls when these girls could probably have been saved if he had given those girls in his own employ a living wage. Since delinquency is partly caused by an economic condition we must strive for better salaries for these shop girls. This will be a slow process. We cannot hope to complete it overnight but we must keep the existing conditions and the proposed remedy ever before the public eye until public sentiment demands that the underpaid shop girl receive a decent living wage, thus lowering immorality.

In considering a program for delinquent girls, let us look at it from two points of view. First from the point of prevention and then from the standpoint of correction. Never was the old adage, "An ounce of prevention is worth a pound of cure", truer than in this case. There is some cause for every girl's becoming delinquent and if we are to deal with this problem intelligently we must find the causes and try to prevent them. Having discussed several of the causes, let us consider some preventives.

Ounces of Prevention

The school has fallen short in its duty to this class of girls. Most girls become discouraged when they realize their absolute hopelessness in the struggle and in thinking things out wonder what it is all about. They do not get what they need in school, and failing to see any direct connection with their own experience they drop out. There should be some courses of home-training put in the curriculum to touch these girls who never reach high school. This would avoid the great problem of thousands of ignorant mothers who have no conception of food values or laws of sanitation and hygiene. Then, too, these girls would have something for which they see a definite use and would then become interested in school and take to life afresh. Numberless girls have become discouraged in school, dropped out, lost self-respect, then gone from bad to worse, becoming delinquent.

We need in our school system a spirit of teaching children, not books. We need some special class methods. One of the causes for delinquency given is lack of home training in the moral field. If the home fails, the last hope is the school. The school needs to take hold and give the children what they need most. This need could be partly met by courses in sex hygiene. The problem of teaching sex hygiene in our public schools is a much discussed one at present. Surely a better understanding and appreciation of human life and human relationships would make these young girls better fitted to make decisions for themselves.

Organizing An Instinct

The little girl from twelve years up to eighteen is seized with the gang spirit. This gang spirit, if guided, can be made a most powerful influence in molding the character of a girl. This influence is had by various clubs: Campfire Girls' Organization, Girl Reserve Troup, Girl Scout Organization. This gives the young girl something wholesome to think about. It comes at a time in her life when she is reaching out for something new and fills a gap

that has to be filled. Contrary to popular opinion, the early-teen-age girl thinks. She thinks as she does in later years. Her sense of values is twisted and out of proportion, but she is serious in working out her philosophy. When she makes a step that causes her to be termed delinquent, it is not because she does not think but because she does not recognize values. It is up to those of us who are seriously interested in these girls to see that they have something pure and wholesome to fill their time as well as their minds during this formative period. Girl Scouting in its lovely big program seems ideal. Here the girls learn a great appreciation and companionship for nature which is a great factor in molding character. The Girl Scouts repeat and live their laws until these laws form a part of themselves. What finer lessons could any person be learning than those of being trustworthy, loyal, useful, helpful, to others, a friend to all, courteous, obedient, cheerful, thrifty, clean in thought, word and deed. Young girls love ceremony, and services around the campfire burn impressions in their hearts that last. Scouting is for the little rich girl and the little poor girl. Both need it and both should have it. Since nine-tenths of all delinquency is found in the little poor girl, we clearly see where the need is greatest.

Let us have a squad of Camp Fire Girls in every mill district, every town, village, and community where there is no organization to fill this need. In doing this there is need for volunteer workers. Every year there are hundreds of young girls who go out from college in this state. These girls leave college with a burning desire to do something. They can be interested in doing any kind of community work. These girls are the ones to take over the Girl Scout Program. The need is for the trained social workers in the state to get these college women and the girls to working together. Once this is started or the way is shown all else will be easy.

The University of North Carolina made a step in this direction when the School of Public Welfare had Miss Pauline Wherry from the National Girl Scout Headquarters come down to Summer School and give a course in scouting to the public school teachers. About thirty teachers went back to their schools last fall with a real conception of what scouting might mean to the 'teen-age girl and the results of this small group will be far reaching. Still, if this course is to be put across, not only thirty women must take it seriously but thirty thousand. What a fine thing it would be if the University would give that course again this summer to a big group! It would be a big contribution for the School of Public Welfare to make to the state.

Our real need is not legislation. We need enlightened public opinion. We need men who realize that they would do more for society by paying their young clerks a better salary to enable them to live self-respectingly than by giving thousands of dollars for the Crittenden Home or some other similar institution. Statistics show that there is a direct relation between delinquency and extremely low wages. Every girl likes pretty things and is going to satisfy this urge at any cost. If they are given a salary whereby they can live respectably, their temptation will be much lessened.

The problem of supervised recreation is one that hits every class of people of all ages today. Much has been said about the present-day dance halls, yet we make no move to substitute other recreation. The modern girl has been repeatedly condemned and much harm has been done by night automobile riding. Yet what steps have been taken to substitute a more wholesome recreation? People may condemn it, criticise it, gossip about it, but without avail. If we are interested we will make some other form of amusement just as attractive. A real advance would be made by substituting for the above-mentioned recreation other amusements such as pool rooms, tennis courts, good picture-shows, swimming pools, reading rooms, and also a place for girls who have no place to entertain their friends.

We must not say "thou shalt not" to these girls. We must give them training and guidance that will build in them a true sense of values, a love of the beautiful, and then they will know how to decide aright for themselves.

Samarcand Manor

Then after we have done what we can to prevent young girls from stepping across the line between what is good and what is wrong, we must think about those who have already stepped across that line and have been branded as delinquents. North Carolina has established a very remarkable piece of work in this field, this being Samarcand. North Carolina can be justly proud of this institution. It was started by an appropriation of the legislature in 1917, was opened in 1918, and has been developing since.

At Samarcand girls who have pasts so black that they make us shudder are, in a spirit of work and play under the guidance of trained and interested teachers, remolding their lives and developing into citizens who will in time go out into the state to live useful and wholesome lives. Samarcand, through Miss McNaughton and her helpers, is performing miracles with the younger girls. Since fall the number has had to be cut down to two hundred on account of lack of money for maintenance. There are many more girls in the state who need to go there. The need is for a bigger Samarcand with a larger maintenance fund. A welfare worker recently reported twenty-five girls in Raleigh who should be in Samarcand. Another welfare worker wrote a few weeks ago: "There are two young girls in and around town who should be in Samarcand by all rights. They are a menace to society. Yet what can I do? They are too young to be sent to jail. I have arrested them several times and after I arrest them there is nothing to do since Samarcand is filled." There is need indeed for a bigger Samarcand.

The negro women's clubs in North Carolina are doing all in their power to start a negro Samarcand. They have plans well under way. Their hope is that the legislature will take it over after they have started it.

But What of the Adults?

North Carolina feels also a need for some institution for older women offenders, for women who have passed the Samarcand age, which is sixteen. This need is so generally felt that a bill will probably be introduced at the

General Assembly for an appropriation. There are women arrested every day on the streets of our large towns and then turned absolutely loose because there is nothing to do with them. The popular thing for judges to do is to send them out of town to the next town, thus shifting responsibility and bettering no one. A welfare worker was sent to Fayetteville to look into the problem of camp followers there. She found a great number of horribly diseased women there but was helpless to do anything as there was no place to which they could be sent.

There is a woman in Asheville who has been sent to jail five times in the last six months on thirty-day sentences for drunken disorder. She is a clear evidence of a need for the proposed institution. There are about seventy women in the state prison who could be transferred and taught a trade in the new institution. A farm colony as a modern reformatory seems to be the most attractive plan. The State already has the land, so that would lessen the expense. The older women offenders should tend the farm under supervision and training with the idea of teaching them to be useful citizens as well as wholesome ones when their sentence is over. An honor system would work just as effectively here as at Samarcand. Here the diseased members could be carefully treated and the vigorous out-of-door work would be a great factor in reforming them in the true sense of the word. The proposed farm colony would have a cottage plan where the women could learn house-keeping in a practical and effective way. Each woman would be taught some trade so she could be self-supporting when she goes back to society. Some of the things she could learn to do while in the farm colony would be cooking, dressmaking, laundering, canning, embroidery, chair-making, basketry, and farming.

This farm colony would be a place where women are sent for help, not vengeance for any past act. There would be no bars, no matrons around with clanking keys hung from their waists. It would be a corrective institution where the unfortunate women are given another chance, yet where serious work takes place and where hitherto lawless people learn respect for authority, law and order.

North Carolina has taken a forward move in her treatment of delinquent girls but this move should be only a beginning to many bigger things. Our one biggest accomplishment in this field has been Samarcand. If Samarcand is the result of the labor of a few far-seeing people, what will the result be when all the thinking people in North Carolina are made to understand the social conditions within her borders?

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April 14, 1924.

HOME AND FARM OWNERSHIP

W. E. WHITE, Cleveland County

The Facts

One of the outstanding evils in the social life of North Carolina today is the constant increase of the already large body of landless, homeless citizens. James J. Hill, the wizard of the Northwest, once said: "Land without population is a wilderness, population without land is a mob." While the majority of the state's farmers are landowners at the present, the large element described by Mr. Hill as a mob is gradually increasing and it is only a question of time until this unfortunate class of citizens will be in the majority of those who cultivate the soil if something is not done in the near future to retard the progress of its growth. As proof of this assertion, we have only to note that in 1880 66.5 percent of our farmers were landowners, while 33.5 percent of them were landless; and in 1920 the landowning farmers had decreased to 56.5 percent, while the tenant element had increased to 43.5 percent of the total number of farmers in the state. The total number of tenant farmers in North Carolina in 1920 was 117,459. In this great army of homeless farmers there were 63,542 white tenants, and 53,917 negro tenants. This clearly shows that the tenant problem is cause for alarm among members of the white race, for 57.1 percent of the farming tenants in the state are white people, while the negro race has a minority of the farm tenants or only 42.9 percent of the whole.

Also it is worth observing that the negro race is gaining at an admirable rate in land ownership. Less than sixty years ago the negro race was liberated from the shackles of slavery, and today 29.1 percent of the colored farmers of the state own their own land, while 32.8 percent of the white farmers of the state suffer the handicap of being tenants.

North Carolina is one of the leading states in the Union in farm tenancy. Out of forty-eight states only eight have a larger ratio of farms operated by tenants than has this state. Also it might be mentioned that the percentage of farm tenantry in the United States, as a whole, is 38.1, or 5.4 percent less than the official statistics given for North Carolina. Truly the time has arrived when we should try to solve this perplexing problem.

The Causes of Tenancy

The causes of farm tenancy are obvious. Prior to the Civil War we were chiefly a self-sustaining people. But that great catastrophe was a calamity to us in many ways. In the first place it released tens of thousands of negro slaves from bondage and these illiterate, homeless people were generally intoxicated with their freedom for several years after being liberated and it took them some time to become adjusted to the new social order and place themselves in the position of dependable citizens and trustworthy laborers. In the next place thousands of Confederate soldiers returned to ruined homes to begin life over again in a penniless condition and without the aid of their

former slaves. Then, too, the price of cotton dropped from forty-two to eleven cents in one year, placing numbers of Southern people heavily in debt. Following in the wake of these disasters came the Crop Lien Law which enabled people to get supplies by mortgaging their crops. These necessary supplies were sold to helpless farmers at outrageous interest rates, and as the years passed large numbers of these unhappy victims of this cruel system were forced to mortgage their farms to the supply-merchants who furnished them with the necessities of life. As the debts grew larger each year, scores of these landowners were forced into the tenantry class, because they were unable to redeem their farms.

Another evil that grew out of the supply-merchant system was the lack of crop rotation. The one-crop system was established all over the South and the majority of the farmers were forced to raise either cotton or tobacco for commercial reasons. The supply-merchant demanded that these crops be raised for his special convenience and could refuse to grant credit to those who might be unwilling to comply with his requests. Thus the merchants who supplied the farmers during the cropping season constituted a ruling oligarchy that forced the one-crop system on the Southern farmers and gradually year by year swelled the number of white tenants by confiscating the lands of farmers who had raised cotton at low prices and bought provisions on time at exorbitant interest rates. Other things that have contributed to some extent to the increase of tenancy have been ignorance, lack of agricultural knowledge, thriftlessness, and, of recent years, the rapid increase of real estate values.

The Effects of Tenancy: Economic

The bad effects of tenancy have been two-fold: social and economic. The bad economic effects are as follows:

1. The tenancy system instead of increasing the fertility of the soil robs it of what it already possesses. The tenant is often an unskillful farmer who has little knowledge of the principles of agriculture and the methods he employs for cultivating the soil are frequently detrimental to it.

2. Tenancy compels a one-crop system. The tenant usually knows little about other crops than cotton or tobacco and usually desires to pursue the one-crop system, which enables him to contract heavy debts during the spring and summer to be paid the following fall. This allows little food-and-feed farming and livestock of the meat and milk variety that is so much needed in most parts of the South.

3. It necessitates small-sized farms cultivated by hand methods rather than by improved machinery.

4. This causes a small annual yield of farm output per farmer and per farm, because of small farms and a sad lack of diversity in farm products.

5. The tenant farmer is unable to accumulate wealth with which to move out of tenancy into ownership. The Southern tenant, as a rule, consumes his wealth in producing it.

Social Effects of Tenancy

1. Tenancy is detrimental to intellectual development.
 - (a) School attendance of tenant children is necessarily low because the children are often kept out of school to work during both the planting and harvesting seasons.
 - (b) Tenants move upon an average of once every two years. In changing from one school to another the children are handicapped in their progress, or entirely lose contact with school.
 - (c) The stimulus for intellectual development is not in evidence because increased production due to increased knowledge is shared with the landlord.
 - (d) The schools themselves suffer for the reason that they serve a migratory population lacking interest in educational matters.
 - (e) Tenancy and illiteracy generally go hand in hand. Professor Branson has fittingly described them as twins at birth and boon companions throughout life.
2. Tenancy hinders moral development for the following reasons:
 - (a) High tenancy rates cause low church membership rates, as all census surveys show.
 - (b) Church attendance by tenants is far lower than by landlords. The migratory element moves too often to form church ties.
 - (c) The loose methods by which tenants are financed have a distinct tendency to promote dishonesty on both sides.
3. Tenancy produces a class consciousness which is always destructive. It has been well said that it means land orphanage on the one side and land aristocracy on the other, with few binding ties, and little social intercourse. It breeds undemocratic tendencies that should not exist in American life.
4. It prevents the promotion of rural organizations of all kinds. Churches, schools, community clubs, social clubs, county libraries, good roads, and other things that promote civilization are injured on account of this disorganized migratory class.
5. The most deadly enemy of coöperative marketing is farm tenancy. This is especially true of the sixteen southern states which contain 64.5 percent of all the farm tenants in the United States. In eight of these states over fifty percent of the farmers are tenants.
6. It hinders the effectiveness of political development since tenants, as a class, usually are indifferent to matters of public administration. Many never vote because they move too often to be granted that privilege, and those who do wield the ballot are frequently the tools of local politicians and have very crude ideas of government. Generally speaking, the tenant class has little incentive to use the ballot.
7. Home ownership brings out the highest and noblest qualities of exalted manhood. The home owner is also a home lover and a home defender. He is interested in everything that promotes civilization—his home, his community,

his state, and his Nation, and is willing to make any sacrifice to support and maintain them. For the tenant the incentive is lacking to produce this lofty strain of patriotism which is a greater asset to any nation than the protection afforded by a large standing army or an efficient navy of mighty battleships and deadly submarines.

Some Proposed Remedies

Various remedies have been suggested for the tenancy evil. Perhaps the most plausible of these is the state colonization plan. North Carolina has some twenty-two million idle wilderness acres and one-half of this vast area equally divided among all the tenants of the state would give each one a farm of almost one hundred acres in size. Therefore, there is an abundance of land in North Carolina for tenants to purchase if financial arrangements can be made.

The colonization scheme recently devised and put into effect in California would be more likely to prove satisfactory in this state perhaps than those tried in foreign countries. The Land Settlement Act of California was passed in 1917. Section 1 of this act asserts: The Legislature believes that land settlement is a problem of great importance to the welfare of all the people of the state of California, and for that reason through this act endeavors to improve the general economic and social condition of agricultural settlers.

A Land Settlement Board was created. This Board was appointed by the governor and consisted of five progressive business and professional men, who were to serve without pay. The Board procured the services of an executive officer in the person of Dr. Elwood Mead, who engineered a similar experiment in Australia and was chiefly responsible for its success there. The object in view was "to provide employment and rural homes, to promote closer agricultural settlement, to assist deserving and qualified persons to acquire small improved farms, to demonstrate the value of adequate capital and organized direction in subdividing and preparing agricultural land for settlement, and to provide homes for farm laborers."

The Board was provided with a sum of \$260,000 "out of funds in the treasury not otherwise appropriated". This fund was to be repaid in 50 years at 4 percent interest, except \$10,000 which was to be used as a general expense fund in beginning operations. With this money the Board purchased 6,300 acres of land at an average price of \$100 per acre in Butte County, seven miles from Chico, a city of 18,000 inhabitants, and one-half mile from Durham a station on the Southern Pacific Railway. The land was in two tracts, the first containing 3,680 acres and the other 2,359 acres. The Board paid cash for the second named tract and after making a payment on the first tract there was not a sufficient sum left with which to finance the development of the land. More money was needed for irrigation purposes, in the preparation of land and for building houses, so a loan of \$125,000 was obtained from the Federal Land Bank. This loan was made to an association of settlers but the money was turned over to the Board. The settlers pay 5½ percent interest on the loan and have 34 years in which to repay the principal.

Irrigation is a fundamental and costly problem to solve on almost any farm area in California. The land purchased by the Board was no exception.

To irrigate even a small farm is a costly undertaking and deters many would-be farmers in California. But the Board was organized to overcome conditions that were serious stumbling blocks to individuals. Having more than 6,000 acres to develop, it could afford to secure the best and most efficient machinery for this work which was generally out of the question for the individual farmer. A 75-horsepower tractor and other equipment was purchased and experts were obtained to operate it. The Board accomplished what would have been impossible for individuals, and thus greatly lowered the cost of the land to the settlers.

Another valuable act which the Board did was to employ agricultural experts for the study and classification of the soil. By means of these experts, the Board secured soil surveys, determined the size of the farms, the crops best suited to the soils, and the proper location for buildings. With the assistance of the soil map the tract was divided into farms varying in size from 9 to 300 acres and in value from \$48.50 to \$235 an acre. This method enabled the farmers to have the advantage of expert knowledge at a minimum cost in a very important matter. The Board also helped them to select farms best suited to their individual requirements and further served as a guide in cultivation.

While surveyors contoured the surface and soil experts were mapping what lay beneath the surface, the Board was busy preparing the land for settlement. It hired and bought teams and implements and set them to leveling the land, seeding a portion of it to alfalfa while other lands were plowed and planted to grain. It also secured a foreman who was an expert at preparing fields for irrigation. By May, 1918, with the water-right agreement signed, the soil maps completed, the farm boundaries fixed, and the land thoroughly prepared for pitching crops, the Board had spent almost \$300,000. It was now in a position to offer ready-made farms to settlers. These farms were already on the way to yielding returns and their growing grains were enticing to experienced farmers who could see an income in sight.

When the farms of the first unit were ready for settlement, notice was given through the press and by post card to applicants for farms. In selecting the applicants the Board had to deal with one of its most important problems. The utmost caution was necessary. Each applicant was requested to fill out a blank questionnaire showing his experience, the amount of capital he had, and his plan for improving his farm. Through this valuable information and the superintendent's concept of the applicant gained in going over the farm with him, the choice was made.

Another valuable service rendered the Durham settlers was the help given in planning and building their houses and other farm buildings by an architect and farm engineer. The help, however, did not stop with the planning. All of the building material was bought in wholesale lots and the work of construction was contracted for on a competitive basis. This proved a financial blessing to the homeseekers.

A characteristic that has made the California plan a success all the way through has been its coöperative feature. The farmers have organized various coöperative associations for buying supplies and selling their products. Under

this system of cooperation the settlers have developed the best herd of Holstein cattle in the state under the direction of a full time veterinarian. Other things might be mentioned, but it is useless to go into detail.

A feature of special interest about this settlement was that the Board reserved a plot of 23 acres to be used as a community center. The settlers have erected on this site a \$10,000 community hall in which moving pictures are shown, and games and other recreations are provided. A full-time health officer was employed to look after the health of their families.

Has this movement been a success? An annual inventory in 1920 showed that the state of California was \$185,000 better off by making this venture. Furthermore, the state of California thought well enough of the policy to authorize \$10,000,000 for the development of another colony of larger proportions at Delhi.

Shall North Carolina follow the example of California in promoting state colonization of the tenant class? If that state is willing to appropriate ten million dollars to promote a second scheme of that nature after having made one successful effort, the plan is certainly worthy of the consideration of all North Carolinians who have the welfare of their state at heart and desire to see her leading the vanguard of Southern civilization.

But the question arises: "Would the plan tried in California work in North Carolina?" There are several reasons why we might think a scheme that was successfully operated for colonization in California might be equally successful in this state. It is granted that the colonization of tenants is needed, so what we should consider is whether or not the scheme would be practicable in North Carolina. (1) It is practicable because there are twenty-two million acres of idle land in this state. A vast amount of this land could be purchased for prices not exceeding the rates paid for land tracts in California. (2) There is no irrigation problem in North Carolina. This would reduce the expense of colonization here. (3) North Carolina has several thousand thrifty tenant farmers who would be interested in such a scheme. (4) This state has the material wealth to promote such an enterprise. We are spending fifty million dollars for better roads, our farm property is valued at more than a billion and a quarter dollars, and our citizens pay annually more than three million dollars in income tax. (5) North Carolina has enterprising, public-spirited citizens who would be interested in a colonization scheme. (6) The plan having worked in California in an admirable way, it would be easier for us to overcome the arguments of the conservative or over-cautious element of our citizens. (7) Men of equal skill to those who engineered the scheme in California could be found to promote a similar organization in this state. In the face of these facts, why should we delay the important matter of colonizing our better class of tenants?

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N. C. Club Year Book on Home and Farm Ownership.

February 4, 1924.

COUNTRY COMMUNITY LIFE AND COOPERATIVE FARM ENTERPRISE

F. S. GRIFFIN, Rockingham County

What Is a Community?

The unwillingness of farmers to work together for a common end has become proverbial. This ultra-independent spirit has cost them dearly, both in money matters and in their social, religious, and educational activities.

What is the solution of this problem? The prosperity of a people depends to a large extent on the prosperity of the rural element, so the problem is of vital interest to all classes. The old neighborhood system of schools and churches, and the old-fashioned way of dealing with economic affairs have proven a failure, especially in North Carolina. The neighborhood is being supplanted by something bigger, the community. The need that the "community idea" has to fill may be stated thus:

- (1) A mutual understanding of all local groups.
- (2) The development of a practical plan for the future of the community.
- (3) The application of this plan to community problems as fast as circumstances will permit.

Before going farther, the term community should be clearly understood.

"A neighborhood is simply a group of families living conveniently near together. The neighborhood can do a great many things, but it is not a community. A true community is a social group that is more or less self sufficing. It is big enough to have its own centers of interest, its trading centers, its social centers, its own school-house, its own grange, its own library and to possess such other institutions as the people of the community need. It is something more than a mere aggregation of families. These may lie in several neighborhoods in a community. A community is the smallest social unit that will hold together. Theoretically, a community could live unto itself; though that would be actually impossible, just as it is impossible for an individual to live really a hermit. A community is a sort of individualized group of people. It is both the smallest and the largest number of people that can constitute a real social unit. It is a sort of family of families."*

Dr. Butterfield shows in his able definition that the community is not a geographical division, but is the union of a group of families around the center of their interests.

Economic and Social Status of Farmers

Is there need for such a union? The average family income for the last ten years among the cotton producing farmers is \$300, and this meager sum includes the high prices of the war years. We may "Thank God for South Carolina," but part of our people are in just as bad a fix. The following tables taken from "Economic and Social Conditions of North Carolina Farmers", give some startling figures on living conditions in North Carolina.

* Kenyon L. Butterfield, President of Massachusetts Agricultural College.

TABLE XLIII—ANNUAL CASH INCOME PER FAMILY
(For area surveyed)

	Operator Landlords		Owner Operators		Tenants		Croppers	
	White	Black	White	Black	White	Black	White	Black
Coastal Plain.....	\$2,385.85	\$1,996.00	\$1,129.50	\$1,670.00	\$854.15	\$711.07	\$700.84	\$640.59
Piedmont	994.70	379.00	604.17	536.15	336.35	374.24	364.74	208.60
Mountain	680.16	.....	261.84	.....	172.84	.....	155.89	.....

TABLE XLIV—ANNUAL CASH INCOME PER INDIVIDUAL
(For area surveyed)

	Operator Landlords		Owner Operators		Tenants		Croppers	
	White	Black	White	Black	White	Black	White	Black
Coastal Plain.....	\$452.65	\$226.81	\$253.82	\$253.03	\$174.45	\$118.51	\$143.13	\$125.64
Piedmont	252.55	84.33	124.27	92.19	73.92	64.40	64.74	36.87
Mountain	154.88	.....	49.49	.....	33.62	.....	34.24	.....

TABLE XLV—DAILY CASH INCOME PER INDIVIDUAL
(For area surveyed)

	Operator Landlords		Owner Operators		Tenants		Croppers	
	White	Black	White	Black	White	Black	White	Black
Coastal Plain.....	\$1.255	\$.622	\$.695	\$.694	\$.478	\$.324	\$.392	\$.344
Piedmont .....	.705	.23	.34	.252	.201	.176	.177	.101
Mountain .....	.424	.....	.135	.....	.092	.....	.093	.....

These tables show that the landless have a much lower cash income than the land owners. Although it is almost unbelievable, the cash income per person for the mountain county is less than ten cents and that for the negro croppers of the Piedmont county is barely ten cents per day.

TABLE XXI—LIVING RAISED AND BOUGHT PER FAMILY
(Total area surveyed)

	Landed	Landless	White	Black	Total
Value raised	\$481	\$270	\$447	\$213	\$382
Value bought	70	86	62	121	78
TOTAL VALUE	\$551	\$356	\$509	\$334	\$460
Percent raised	87.3	75.8	87.8	63.8	83.0
Percent bought.....	12.7	24.2	12.2	36.2	17.0

This table shows not only that the amount spent for living by the average family is pitifully small, but also that on an average the amount decreased from landlord to owner, to tenant, and to cropper in all counties.

WHAT NEXT IN NORTH CAROLINA?

TABLE LVIII—PERCENTAGE WEALTH AND EQUITY HELD BY LANDED AND LANDLESS
(For area surveyed)

	Coastal Plain		Piedmont		Mountain Region		Total	
	Landed	Landless	Landed	Landless	Landed	Landless	Landed	Landless
% of families...	23.2	76.8	54.1	45.9	68.0	32.0	48.4	51.6
% of persons...	24.2	75.8	50.7	49.3	68.3	31.7	47.6	52.4
% of wealth...	86.7	13.3	94.6	5.4	96.5	3.5	92.7	7.3
% of equity...	88.7	11.3	95.5	4.5	96.5	3.5	93.9	6.1

TABLE LIX—PERCENTAGE WEALTH AND EQUITY HELD BY WHITE AND BLACK
(For area surveyed)

	Coastal Plain		Piedmont		Mountain		Total	
	White	Black	White	Black	White	Black	White	Black
% of families...	59.9	40.1	56.8	43.2	.....	.....	72.3	27.1
% of persons...	57.7	42.3	51.0	49.0	.....	.....	69.7	30.3
% of wealth...	89.5	10.5	87.1	12.9	.....	.....	92.8	7.2
% of equity...	91.1	8.9	88.7	11.3	.....	.....	94.1	5.9

How the poorer classes exist on such incomes is a mystery until one sees the poverty and squalor in which they live.

TABLE CXXXII—PERCENT OF PARENTS WHO HAVE ATTENDED SCHOOL
(For area surveyed)

	Operator Landlords		Owner Operators		Tenants		Croppery	
	White	Black	White	Black	White	Black	White	Black
Coastal Plain...	83.0	80.0	71.5	80.0	84.5	42.8	70.8	42.3
Piedmont	98.0	72.9	100.0	71.1	92.1	63.0	88.5	53.0
Mountain	95.85	.....	94.8	.....	89.0	.....	79.7	.....
TOTAL	92.8	76.2	95.2	72.2	88.2	59.5	76.0	46.05

TABLE CXXXVII—CLASSES OF OPERATORS RANKED ACCORDING TO SCHOOL EDUCATION

Rank	Class	Average Grade Reached
1	White operator landlords	6.40
2	White owner operators	4.33
3	White tenants	3.97
4	White croppers	3.07
5	Negro owner operators	2.95
6	Negro operator landlords	2.00
7	Negro tenants	1.55
8	Negro croppers .....	.985

These tables show a very high percentage of illiteracy among all classes of rural North Carolinians. It is clearly shown that there is a clear and distinct connection between the education of a farmer's children and his economic and social rating.

The facts that have been given show that a large percentage of our population is in a bad way economically, socially, and educationally.

Past Progress

What is being done and what can be done to better this situation? In spite of the conditions pointed out, North Carolina has made wonderful progress in the last few years. This progress has been made by the abandonment of the neighborhood way of doing things. Our progress has been greatest in two things:

1. Highway construction,
2. Education.

Under the old system our roads were built and maintained by the land owners whose lands lay adjacent to them. Each man was afraid he would do more than his neighbor so no one did anything. Then the counties took charge of the roads but their method was a failure because all roads were built purely as local affairs and not to form any part of a state-wide system. It was in 1915 that the legislature passed the first state road law with the magnificent appropriation of \$10,000. From that time until 1921, the legislature gradually increased the appropriation and created a new state highway commission. At the head of this commission was placed Frank Page, who has divorced the roads from politics and has become famous as a master builder of highways. The people saw the wisdom of the new way and the legislature of 1921 voted a bond issue of \$50,000,000 for roads. As a proof of the success of the new commission, the legislature of 1923 gave another \$15,000,000 with scarcely a dissenting vote. To make a long story short, in the years 1921, '22 and '23, there have been completed 2,232 miles of roads.

With the wonderful results of organization and cooperation in road building before them the people of the state are awakening to the enormous possibilities of North Carolina and are organizing to reap the benefits of the state's resources.

Hand in hand with the good roads in North Carolina, the movement for better rural schools has gone forward. In the days when there were no roads and no power-driven vehicles, the one- or two-teacher school had an important function; but that day has passed. Every county that has adopted the system of consolidating their schools reports a great gain in education at little or no additional cost.

The consolidated school takes the place of several schools, collects the teachers, libraries, and facilities under one roof, and brings the children to and takes them from such schools via county-operated trucks.

School Consolidation

Mr. L. C. Brogden, state supervisor of rural schools, had the following statement in the *Asheville Citizen* of August 14, 1923:

"The idea of consolidated schools in North Carolina is growing to great proportions.

"This is evidenced by the fact that in 1915 there were only 150 school children transported to and from school in trucks. Last year over 50,000 were transported and more than 2,000 vehicles were used.

"It is the policy of the State Department of Education to discourage as much as possible the one-, two-, and three-teacher schools, and before the department will lend financial assistance to the schools of a county a state representative looks over the field with this in mind."

If a teacher has several grades to teach, it is impossible to give worthwhile instruction. When there are recitations in reading, writing, spelling, arithmetic, etc., together with some geography, history, and grammar, the teacher can only "hurry through the motions of teaching". Some children from such schools get a higher education, but they do it in spite of their early environment rather than because of it.

The advantages of consolidation of schools are now so generally recognized that it is unnecessary to go into any elaborate discussion of the matter. The advantages of consolidation are summed up in a concise manner by Mr. J. R. Grant, state agent of the rural schools, Arkansas:

1. It not only holds the best people in the community, but attracts others like them.
2. It increases the value of property.
3. It makes possible a better social life. The social life is made more attractive by "rubbing elbows" with more people, through community singings, community forums (where vital issues are discussed), Sunday schools and churches, junior and senior S. I. A.'s, literary societies, orchestras, chautauquas, athletic games, etc.
4. Better community leaders can be had and more can be better developed.
5. It gives to both children and adults a needed training in cooperation, in working with and for each other. It causes people to think in terms of a bigger community and about bigger problems.
6. It makes it possible for athletics to be well organized and supervised.
7. It makes for efficient gradation and classification of pupils.
8. It puts a good rural high school within reach of every home. The united districts can build a better building, heat it better, and equip it with better seats, libraries, pictures, globes, charts, laboratories, etc.
9. The course of study is broader, more vital, therefore more interesting, and pupils are glad to remain in school.
10. Better teachers can be employed, because the work is more pleasant, the term longer, the supervision is better and the social life more satisfying.

Cooperative Marketing

The farmer has seen the benefits to be derived from organization in the fields of public education and highway construction; so he is now beginning to apply the same principle to the marketing of his products, in the form of the coöperative associations.

Mr. Aaron Sapiro, an authority on coöperative marketing, in a speech in Toronto, Ontario, took cotton as an example to show the need of organization among farmers.

"We have in the United States an industry by which we produce two-thirds of all the cotton in the world, a staple non-perishable article giving us what would amount to a commercial monopoly of this high-type product. We have been producing it decade after decade and in the same districts. You would imagine that these farmers must have made some money because the men who sell you cotton goods get a fairly good price, and you have known of cotton exchange millionaires and mill men who have left enormous fortunes to their children. Cotton has always meant wealth to you, probably. I would like you to see the cotton farmers. There are several millions of them in the southern section of the United States, and they live in a stage of poverty such as you never dreamed of—a stage two generations behind what you have here in the city of Toronto. You can go to South Carolina and see homes where the whole family lives in one small room, where perhaps for the whole year no one has a pair of shoes or stockings; where they take the little children and put them out to work in the field and cannot give them any schooling. There are districts where the whole county cannot raise enough money to maintain a decent road or school, or put up a decent church; where to family after family all their days are passed in gloom and hopelessness; where tenantry is increasing, where the standard of living is going down. And yet these very people are producing one of the greatest agricultural crops of the world which makes millionaires in New York, in New England, and in old England. You would think it a most amazing thing that the average family income of South Carolina, in producing cotton, is less than \$300 a year, including the higher war years, for the last ten years. It is the most amazing thing in my life to realize how this great and valuable crop, one of the greatest on the North American continent, can create so much wealth, can take so much out of the consumer and leave so little, either in money, in happiness, or in decency of living for the man who primarily created that wealth."

Mr. Sapiro clearly shows that the trouble with our present farm system is that the middleman gets the lion's share of the profits on agricultural products and that the farmer gets only a small proportion of what he should.

Both the tobacco and cotton growers of North Carolina have their coöperative associations, and both are now regarded as successful by most of their members. Of course in the perfection of such a large organization some mistakes have been made and some members have become disgusted, but the situation is improving and both associations are destined to add to the wealth of rural North Carolina. Many of the members did not catch the spirit of cooperation when they joined. It was agreed to curtail the crops a certain percentage, but each member expected all his fellow members to keep the agreement, so it would be safe for him to plant a large crop. The result was that instead of being a reduced production it was a "bumper" year.

Denmark and California

The coöperative movement has reached its greatest perfection in Denmark. The farmers of that country raised grain for export until the large wheat areas of the United States and Canada were opened. The Danes were then hopelessly outclassed, but instead of blindly fighting this economic battle, they turned from grain production to dairy production. Denmark is much less in size than the state of Maine, yet she supplies forty percent of all the export butter in the world's markets. This butter is produced from the milk of cows that feed on some two hundred thousand farms, averaging each about forty acres. During the year ending June 29, 1923, Denmark exported 2,537,000 kilograms of butter. Of this, 2,167,000 kilograms were manufactured by the coöperatives. Nor is this true of butter only but of all agricultural products. No association attempts to handle more than one article, but a farmer may belong to several associations. At first consideration this may seem a waste of energy and inefficient, but experience has proved that the officials and employees of an association are able to carry on the coöperative business much better where only one product is handled.

Because the Danish farmers have been willing to organize, Denmark has become the most efficient country in the world. The whole country is prosperous. The average size of the farms is little more than twenty-five acres, and everybody is educated. Thurston Thompson, after careful study, has the following to say about the Danish farmer.

"Through elevating his profession, he has elevated himself and has practically eliminated farm tenancy, one of the biggest hindrances of coöperation. With ninety percent freeholders, the picturesque figure of the land baron has passed."

Next to Denmark, California is the best example of coöperative marketing. The movement started there in 1894, but for many years it was purely experimentation. Although California is two thousand miles away from the biggest markets, the success there has been extremely satisfactory. No one is better able to tell the story of their success than Mr. Aaron Sapiro, who has had so much to do with the movement.

"California farmers are today handling more than \$200,000,000 of products every year through this form of marketing association without a single dollar of stock in outsiders' hands, without a single outsider's products and without a single non-farmer in any of these associations. They have learned how to handle agriculture, and the 80,000 farmers in California, who have learned to coöperate, have become practically the most prosperous group of farmers in the United States. Here is a rather interesting test of how prosperous they are. Each year the United States Department of Agriculture publishes a list of fifty counties in the whole of the United States that have had the highest net value of agricultural products, and the states consider themselves lucky if they have two names on the list. California has thirteen out of the first fifty in the entire United States, and we have first and second place, and four other places in the first twelve. In short, with products that we admit are not always the

very best, and with everything we raise from two to three thousand miles away from the consuming markets, the Californian has a larger proportion of net return from his products than in any other three states of the United States combined. The California farmers are the one group of agriculturists in the United States who managed to weather the storm of 1920-21, as more than eighty percent of our growers actually made net profits from their year's work, while more than eighty percent of the farmers of the United States actually lost money on their crops. There was no miracle in this. The California farmers learned the method by which this can be done, and those who have been studying the process are trying to find what are the fundamental reasons; and we now believe we can understand why it is the California farmer has created prosperity while the other farmers in other sections remained poor and helpless."

It is the purpose of this paper to show the need for rural coöperation and organization, what is being done and what should be done, together with illustrations of the successful application of these principles. There is no question but that, if rural North Carolina is to prosper, the farmers must learn to do things on a bigger scale in a business way. When farmers realize how helpless they are individually, they will begin to act collectively, and when they do that farm life will become more attractive and the farm people will be happy and prosperous instead of being depressed with care and worry so much of the time as they are now.

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COUNTY AND COUNTY-GROUP HOSPITALS

WILLIAM L. SMITH, Guilford County

The Shortage

According to the Federal Monthly Crop Report, December, 1921, North Carolina held fourth rank in the twenty-two leading crops, and fifth in the value of all crops. North Carolina last year produced more than four percent of the value of all crops in the United States.

In bank account savings in the United States for the year ending June 30, 1920, North Carolina was twenty-first in rank according to the report of the Comptroller of the Currency, 1920.

In striking contrast to these figures we find that according to figures based on the report of The Modern Hospital, October, 1919, when the states were ranked according to the number of inhabitants per bed, North Carolina had an undignified place at the foot of the column. For every available bed in a hospital there were 523 people, representing 523 potential occupants of that bed.

The American Hospital in a survey disclosed the fact that North Carolina had 143 hospitals with a total bed capacity of 4,777 beds; these to accommodate two and one-half million people.

There are a bare half-dozen free hospitals for the public in the state, including the State Tuberculosis Sanatorium, two county hospitals, and three municipal hospitals. Of these hospitals three are supported by taxation and three by private philanthropy.

There is not in North Carolina a free public hospital for negroes. And there are only four private hospitals, whose total of beds numbers less than 250. Two hundred and fifty beds available; these to care for 900,000 colored persons; one hospital bed for every 3,000 negroes.

We have seen the bald figures and it is indeed a sorry tale of neglect and carelessness they tell. Let us now for a short while consider the health conditions in the state.

There are in North Carolina today, 25,000 open pronounced cases of tuberculosis. Twenty-five thousand cases of tuberculosis, twenty-five thousand sufferers from the "white plague"—and their condition seems all the more pitiable when we see that they are doomed absolutely to death unless someone provides hospital facilities to give them the treatment their condition demands. Of these tubercular cases by far the great majority are unable to pay for treatment, unable to pay even the small sum charged the patients at Sanatorium. They have no means, therefore they must die, and are dying around us every day.

Who is to be held responsible for these useless deaths which must inevitably occur if the people of the state do not see to it that these unfortunates are

cared for? We are! You and I and every other citizen of this commonwealth is responsible, and we must answer at the bar of civilization for our delinquency if we fail to care for them.

There are 25,000 cases of open, pronounced tuberculosis in North Carolina and the State Tuberculosis Sanatorium has a capacity of only 188. What of the surplus 24,812?

Hospital Facilities in the United States

Based on figures in the *Modern Hospital*, October, 1919. The states ranked according to the number of inhabitants per bed.

DEPARTMENT OF RURAL SOCIAL ECONOMICS
UNIVERSITY OF NORTH CAROLINA

Rank	State	Population per bed	Rank	State	Population per bed
1	Massachusetts	84	25	Nebraska	174
2	California	97	26	Missouri	175
3	Arizona	101	27	Maine	182
3	New York	101	28	South Dakota	193
5	Maryland	104	29	Delaware	194
6	Montana	105	30	Kansas	195
7	Nevada	112	31	Utah	208
7	New Mexico	112	32	Virginia	213
9	Connecticut	119	33	Idaho	224
10	Illinois	129	34	North Dakota	234
11	Colorado	131	35	West Virginia	248
11	Minnesota	131	36	Kentucky	250
13	Wisconsin	132	37	Louisiana	272
14	New Hampshire	134	38	Tennessee	278
15	Iowa	135	39	Florida	279
15	Oregon	135	40	Texas	290
17	Rhode Island	145	41	Indiana	321
18	New Jersey	147	42	Arkansas	337
19	Ohio	148	43	Georgia	363
19	Vermont	148	43	Mississippi	363
21	Washington	150	45	South Carolina	400
22	Pennsylvania	151	46	Alabama	418
23	Wyoming	159	47	Oklahoma	472
24	Michigan	162	48	North Carolina	516

What the Draft Showed

The Draft Act called out in the United States a large number of men between the ages of eighteen and thirty years of age. Of these, two million or approximately four-fifths were given physical examinations. The results of these examinations were such as to startle the whole country. The War Department, in a volume entitled *Defects Found in Drafted Men*, gave to the public the results of these examinations.

Out of every thousand men examined, North Carolina had 30.47 rejected on account of tuberculosis. The national average of rejections per thousand for this cause was 24.6. In short, North Carolina had an excess of nearly six men out of every thousand, over the national average. What answer can we

give to these figures? This excess can certainly not be credited to the negro population, for other states having a larger negro population than North Carolina made much better showing with respect to tuberculosis.

The national average of rejections per thousand on account of defective physical development was 32.93. North Carolina had 33.41 rejections per thousand. Here again we find an excess over the national average, which is exceedingly high.

Our rejection average per thousand for total mental disorders was 24.98 as against a national average of 15.08. Here we find an increase of 9.9 or approximately 66 percent over the national average.

Of each five men examined for the draft, less than four were found physically fit. These examinations, conducted in a time of stress, were performed hurriedly and sometimes perfunctorily given, allowing many men to pass who under normal conditions of examination would have been rejected.

Do these figures not cause you to stop for a moment and wonder what can be the cause of these conditions? There is only one answer, inadequate health facilities, and only one solution, proper medical care for everyone. The county hospital would undoubtedly accomplish much in reducing our defective percentage.

North Carolina in the World War

Based (1) on Defects Found in Drafted Men, reported by Surgeon-General M. W. Ireland, to 66th Congress, 1st Session, Senate Committee Print, 1919; and (2) on the Associated Press item, The Victory Memorial Building, February 19, 1922.

DEPARTMENT OF RURAL SOCIAL ECONOMICS UNIVERSITY OF NORTH CAROLINA

Rank	Unfit to Serve	Rate per 1,000
19th	Defective in body or mind, or both	546
30th	Rejected as unfit	213
37th	Tuberculosis victims	30
37th	Venereal diseases	70
39th	Apoplexy, paralysis, etc.	3
42nd	Epilepsy	7
46th	Instable nerves, neurasthenia, neuroses, hysteria, etc.	1
45th	Mental deficiency	22
45th	Mentally diseased	24
24th	Heart diseases, organic	27
35th	Joint diseases	11
29th	Defective, physical development	33
15th	Mechanical physical defects	194
47th	Malnutrition—under-nourished, disordered digestion, assimilation, etc.	1

North Carolina steps forward with pride to acclaim her position among the leaders in the value of agricultural and industrial products, in road improvement, in school organization, and in general progressiveness. Shall she lag behind with the blush of shame mantling her brow when the question of public health and welfare is brought up? Are not human beings after all

a nation's greatest product, and is not their condition of living the criterion by which a people's progress is determined? Shall we then continue to occupy the bottom of the list in the matter of the preservation and prolongation of human life? Are hogs, wheat, and oysters of more value than human lives?

Maternity-Aid Hospitals

"The important bearing upon infant life of the care a mother receives during pregnancy and child birth is evidenced by the fact that premature birth, injuries at birth, congenital weakness, and malformation were responsible for the death of over 55,000, or more than one-third of the deaths of all babies under one year in the registration area of the United States. A large proportion of these babies could have been saved and many still-births and miscarriages not included in this toll could have been prevented had the mothers been properly safeguarded and adequately cared for in pregnancy and confinement. How many deaths the farm areas and small villages contribute to these statistics no one knows; but the isolation, the limited transportation and communication facilities, the small proportion of physicians and nurses to the population, and the lack of community and public health activities over great areas of the country, emphasize our belief that this is not a small percentage."

In all towns, cities, and counties of North Carolina where there are sufficient doctors to attend all births, boards of health should make the practice of mid-wifery unlawful. Dr. A. C. Bulla, health officer for Wake County and a leading member of the North Carolina Public Health Association, says:

"The profit and loss account of public health in this state can never balance until that class of white and colored women, numbering 6,000, who practice mid-wifery because they are too old or decrepit to be useful in other occupations, are prohibited from this practice.

"Of these 6,000 women, 2,500 are registered with the State Board of Health and the records show that most of them are illiterate and ignorant. Notwithstanding this fact, they attend one-third of all white and colored births in this state.

"More than 30,500 mothers look to these women for service when they need the attention of the most skilled physicians. One of the best public health thinkers in this country has said, 'These mothers go through the valley of the shadow of death with only the flickering candle of the mid-wife to guide them through their travail.'

"With the medical profession of the state numbering 2,300, if each physician were to attend one and one-third more births each month it would bring to an end a loss which the state has suffered from its earliest history. And no longer would the medical profession have trailing along with it 6,000 so-classed professional mid-wives."

Six thousand so-called mid-wives are practicing in North Carolina; six thousand for the most part ignorant, illiterate women attempting the service which only a skilled physician is able to give. And where will you find these

women practicing? Practically all have as the scene of their operations rural districts, isolated country villages and districts where doctors and nurses are either very scarce or it is impossible to procure them.

"The Bureau of Maternity and Infancy has the supervision of the registration of mid-wives that is now required by law, and distributes literature to the mid-wives of the state. It assists county health departments and county nurses in securing mid-wives' conferences to elevate the standard of proficiency of the mid-wives."

The effect of a county hospital in improving these conditions would be, we believe, truly remarkable. In the hospital equipment would be adequate facilities for caring for all the births of the county with a group of expert physicians whose specialty would be obstetrics at the head of the department. Here lies in all probability the greatest field of work for the county hospital. No longer would the state have to admit that 6,000 mid-wives with their primitive methods were serving 30 to 35 percent of all the pregnant women in North Carolina. The hospital would serve as a center of community health from which literature and health education propaganda could be distributed.

Dr. W. S. Rankin, Secretary of the North Carolina State Board of Health, at a session of the National Conference of Social Work held in Washington May 17, 1923, says: "Pregnancy receives only 20 percent or 25 percent of the medical attention which the condition calls for. From 30 to 35 percent of births are not attended by physicians and the lying-in state in all probability receives less than one-third the medical care which it should have."

The plan of county-group hospitals as proposed would make adequate provision for the care of the mother during the lying-in state, insuring the best welfare of mother and child both at birth and afterward. The hospital would serve as the health center of the county in which it was located. It would be, as it were, the base from which radiating lines of communication would be established, bringing into close touch with the hospital the most remote or isolated rural district.

Eye, Ear, Nose, and Teeth

The Bureau of Medical Inspection of Schools, a department of the public health organization, sends every three or four years into a large number of counties school nurses, who inspect the school children for certain defects. Careful examinations are made for defects of the eyes, ears, and throat, and a comparison of the weight and height of the child with the normal child is made. All expenses incurred are paid by the state.

After these examinations are made and a report made, tonsil and adenoid clinics are conducted in the counties. Those children from families financially able to pay are charged \$12.50, a small charge to cover the actual expenses. Those children whose families are unable to pay this fee are admitted for treatment free.

To children between the ages of 6 and 12 years, inclusive, free dental examinations and treatment are given.

According to Dr. G. M. Cooper, assistant secretary of the health department, in an address before the Medical Society of the University of North Carolina, many families unable to pay for medical treatment for their children will not send them to these clinics for treatment which is absolutely essential. These children have been examined previously by the nurse sent out by the department and a report made of the children in need of treatment. When the clinic is conducted many of these children fail to report for treatment. Their parents are too proud to receive what they think of as charity, and so we have an increasing roster of defective children growing up in our state.

Dr. W. S. Rankin says: "Infancy, while a normal state of being, is an enfeebled state, always in danger of disease from undeveloped adjustment to the ordinary conditions of life and high susceptibility to infections, and a condition of being that requires scientific medical supervision and guidance, not only for the sick but also for the well. The needs of infancy for medical services are not one-fifth supplied under present conditions.

"The age of childhood, with from 10 to 20 percent of its population malnourished, 20 percent with defects of vision, 5 percent with diseased tonsils and adenoids, 75 percent in need of dental treatment, and the entire group made more susceptible and less resistant to the common infections on account of these conditions that impair vitality, needs not less than five times the medical service which this age group is now receiving.

"The period of adolescence, with the temptations of sex abnormalities and venereal diseases, presents an enormous problem physically and psychically, with medical services inadequate and certainly not more than one-fifth supplied."

What more efficient and desirable means of remedying these conditions now existing can be imagined than a county hospital? The common property of the people of that county, it would become the common interest of those people.

Dr. Rankin continues: "Adult life according to extensive, highly scientific, unreproachable authority, is not receiving one-fifth the attention which its needs demand."

Let us for a moment regard the subject from a purely material and economic standpoint. Children are our most important product, yet they receive according to a prominent health authority less than one-fifth, or 20 percent, of the attention which they need to reach a healthy, prosperous maturity. In short four-fifths, or 80 percent, of our children are neglected. Shall we allow the weeds of disease and defectiveness to choke off the plants which full-blown are the life blood of the nation?

Livestock and Children

We pride ourselves on the great number and fine condition of the hogs which we raise and ship out of the state, yet we allow our children to grow up and develop as best they can. We pride ourselves on the number of bushels of corn and wheat we raise, on the number of pounds of tobacco we produce. Are human lives less necessary than wheat, are they less important than pork, are they less useful than a cigarette?

We are careful to see that our cows are tuberculin tested, but what do we do about the 25,000 open pronounced cases of tuberculosis to which North Carolina must plead guilty, with a state tuberculosis sanatorium whose capacity is 192 patients? We shrug our shoulders and forget them. You say, "Save the child", yet you allow the childhood of the state to struggle along with less than one-fifth the medical attention its needs and conditions demand. You provide the most careful attention for your cattle and crops, yet allow your children to grow up in wretched health.

A Modest Proposal

The plan as proposed for the establishment of county hospitals provides for an act by which a county or group of counties can, by presenting a petition signed by a certain number of its citizens, call for a special election by which it shall be determined whether a hospital shall be established. The expense of construction and maintenance of the hospital would be borne by the county, or by the county and state, the funds to be raised by taxation.

A board of directors appointed by the county commissioners would constitute the governing body of the hospital, with the power to manage the hospital and expend the funds provided.

The hospital would be adequately equipped for the treatment of tuberculosis with experts in the treatment of this disease in charge. Specialists would be in charge of the lying-in department, which would be sufficiently large to attend to all births in the county, thus eliminating the problem of midwifery. Children suffering from ailments of the eye, ear, nose, and throat would receive treatment here as would those in need of dental treatment. In addition to all special departments the hospital would be prepared to do general hospital work, providing an emergency center where acute cases could be brought for treatment with little loss of time.

While a great part of the work done by the hospital would, by virtue of the very purpose of its foundation, be charity work, those able to pay would be charged a nominal sum for the treatment they received, to cover the actual expenses involved.

The Scarcity of Physicians

That there is a very great scarcity of doctors in the rural districts of our state and other states is an admitted fact and one which needs no proof. In North Carolina today are 2,257 physicians, serving a population of two and a half million people, scattered over 48,740 square miles of territory. Thus, by the simple process of division we are forced to the conclusion that there is an average of one doctor for every 23 square miles of area, and an average of one doctor for every 1,107 people.

Figuring on the basis of the average amount of territory per doctor in the United States we find North Carolina ranking 26th.

There is evident a constant exodus of doctors from rural districts and an apparent unwillingness of young doctors to go to these districts. They find that practice there is not a paying venture especially in these years of hardship for the farmer. Many country doctors have on their books uncollectable accounts varying from five to fifteen thousand dollars.

Young doctors are very hesitant about going into rural districts to practice. They have heard of the hard life a doctor leads there, of the poor pay, and the lack of laboratory facilities. In rural practice a man is thrown absolutely on his own responsibility; he must often give treatment and perform operations, major operations which he may feel himself unable to perform. All these factors keep down the number of doctors in rural communities. Rural work is most discouraging in rural districts since the majority of the people in such communities regard health and sickness as purely accidental. With these people health is considered as a matter of course and those children apparently healthy are disregarded while great solicitude is shown for the ailing or weakly child, which is the recipient of all the family remedies and patent medicines procurable. Only in extreme cases is an attempt made to get a physician, and then probably too late.

Hospitals Retain Talent

It is very evident that something must be done to offer sufficient inducement to doctors to settle in rural communities. The effects of a county hospital system in bringing this about would be incalculable. The presence in a community of a hospital adequately equipped and with a staff of expert physicians would be a tremendous power in drawing doctors to rural districts.

The county hospital system would undoubtedly tend to bring about that spirit of harmony and coöperation so necessary between the physicians and laity for the best interests of all. The county hospital would serve as the link necessary to bring the two together.

Let us consider briefly what the county hospital would accomplish. It would supply adequate facilities for the treatment of tuberculosis. It would solve the maternity and infant mortality problem and would do away with the mid-wife and her primitive and antiquated methods. It would provide for the treatment of infectious diseases. It would provide for the treatment of children as regards tonsils, adenoids, eyes, teeth and general physical condition. It would serve as a county health center by means of which the inhabitants of rural districts could be educated in modern methods of disease prevention and hygiene. It would serve as an inducement to bring more and better doctors into the rural districts and would bring about a desirable coöperation between the physician and the laity. In the words of Dr. Rankin it would solve the health problem as stated by him: "Public health and the profession of medicine have a single objective, to wit: to supply medical science where it is needed."

A Proposed Enabling Act

Authority of County or Groups of Counties to Establish Hospitals at a Special Election.

Section I. That any county or any group of counties in this state may establish a public hospital in the following manner: Whenever the board of county commissioners of any county, or the boards of county commissioners of any group of counties, shall be presented with a petition signed by two hundred and fifty (250) resident freeholders of such county or counties, one

hundred and seventy-five (175) of whom shall not be residents of the city or town in which it is proposed to locate such public hospital, and also with a bond in sufficient sum, payable to said county or said group of counties, conditioned that if the election hereinafter provided for shall fail to receive a majority of the votes cast, one-half of the expenses of such election shall be paid by the petitioners; asking that an annual tax rate shall be levied for the establishment and maintenance of a public hospital at a place in the county or counties named therein, and shall specify in their petition the maximum amount of money proposed to be expended in the purchasing or building of such hospital; and such board or boards of county commissioners shall give notice by publication for three weeks consecutively in a weekly or daily newspaper of general circulation, printed and established in said county or said group of counties, that on a certain day to be named by the board or boards at a date not earlier than thirty (30) days nor later than sixty (60) days from the date of the first publication, the polls will be opened at the several voting places in the county or counties for the purpose of taking the vote of the legal voters thereof upon the question whether the proposed hospital named in the petition shall be established. On the day named in said notice, such polls shall be opened and the votes of the legal voters shall be taken upon the matters named therein, and such election shall be governed in all respects by the general laws of this state concerning elections. The boards of election commissioners for the election herein specified shall prepare and cause to be printed the ballots therefor and distribute the same in the manner required by law. The ballots shall set forth the city, town, or place where it is proposed to locate such public hospitals; the amount of money proposed to be expended in the purchasing or building of said hospital; the amount proposed to be levied by taxation annually for the maintenance of such hospital, and following such description there shall be printed two (2) squares and the words, as follows:

Yes *For the hospital.*

No *Against the hospital.*

Each voter desiring to vote for the establishment of such hospital shall mark a cross with a blue pencil in the square containing "Yes" and each voter desiring to vote against such a proposed hospital shall mark a cross in the square containing "No". The votes cast at such election shall be canvassed by the election board of the county and the total result certified and announced to the Board or Boards of County Commissioners at their next regular meeting. If a majority of the votes cast at any such election be found to be in favor of the establishment of such hospital, such board or boards of commissioners shall enter an order establishing such a hospital and authorizing the purchasing or building of such hospital, fixing the amount to be paid therefor, and also fixing the amount of tax to be levied upon the assessed property of said county or counties for maintenance thereof, which tax shall not exceed two (2) mills on the dollar for a period of time not exceeding twenty (20) years; and may provide for the issuing of county bonds

to provide funds for the purchase of a site or sites and the erection thereon of a public hospital and hospital buildings and for the support of the same. Whenever a board of commissioners or boards of commissioners have entered an order fixing the amount of tax to be levied upon the assessed property of said county or counties for maintenance of such hospital and it shall afterward be shown to the satisfaction of such board or boards of commissioners by the trustees provided for by section 2 of this act that the funds derived from such tax will not be sufficient to maintain such hospital, then upon such showing the board or boards of commissioners may increase the tax to be levied for such maintenance to the extent necessary; provided, however, that the combined tax for purchase and maintenance of such hospital shall not exceed two (2) mills on the dollar: *Provided*, that in any county or group of counties wherein an election has heretofore been held for the erection of the hospital, and a majority of the votes cast on the matter of the erection of said hospital have been in favor thereof, the board or boards of commissioners may enter an order fixing the amount of tax to be levied upon the assessed property of said county or counties for maintenance, such amount not to exceed ten percent annually of the amount set out in the petition and ballot for the erection of said hospital.

Trustees Appointed by Commissioners

Section II. Whenever any such hospital shall have been established as provided for in Section I of this act, it shall be the duty of the board or boards of county commissioners to at once appoint four (4) trustees, two (2) of whom may be women, who shall constitute a board of trustees for such hospital. They shall be chosen at large from the citizens of the county or counties with reference to their fitness for such office, but not more than two (2) of said trustees shall be residents of the city or town in which such hospital is to be located, and not more than two (2) shall be of the same political party or belief. One (1) of the said trustees shall hold office for a period of one (1) year, one (1) for two (2) years, one (1) for three (3) years, and one (1) for four (4) years, and they shall determine by lot their respective terms. At each subsequent one (1) year period thereafter the office of the trustee whose term of office is about to expire shall be filled by appointment by the board or boards of county commissioners. Practicing physicians shall not serve as trustees. Nothing in this section shall affect boards of trustees of county hospitals in existence at the time of taking effect of this act, except that at either the first expiration of a term of office of a trustee of such a board or at the first vacancy in such a board occasioned by removal, resignation, or otherwise, such office or such vacancy shall not be filled. Thereafter, when by such expiration of term, or by such vacancy, such already existing boards shall have been reduced to four (4) members, the office of a trustee whose term shall expire shall be filled as provided for in this section and any vacancy shall be filled as provided for in Section IV of this act.

Organization—Treasurer—Salaries of Trustees—Duties

Section III. The said trustees shall within ten (10) days after their appointment qualify by taking the oath of civil officers and organize as a board of hospital trustees by the election of one (1) of their members as chairman, one (1) as secretary, and by election of such other officers as they may deem necessary. The board or boards of commissioners may require each member of such board of trustees to execute a bond with adequate penalty, conditioned for the faithful performance of his duties. The county treasurer of the county in which such a hospital is located shall be treasurer of the board of trustees. The treasurer shall receive and pay out all moneys under the control of said board as ordered by it, but shall receive no compensation from such board. Such trustees shall be reimbursed for any cash expenditures actually made for personal expenses incurred as such trustees, and an itemized statement of all such expenditures and money paid out shall be made under oath by each of such trustees and filed with the secretary and allowed only by the affirmative vote of all the trustees present at a meeting of the board. The members of the board shall receive for their services the following sums which shall be paid as other claims against such hospital are paid. The chairman of such board shall receive the sum of seventy-five dollars (\$75.00) per annum; the secretary of such board shall receive the sum of fifty (\$50.00) per annum; and each of the other members of such board shall receive the sum of twenty-five (\$25.00) per annum. The board of hospital trustees shall make and adopt such by-laws, rules, and regulations for their own guidance and for the government of the hospital as may be deemed expedient for the economic and equitable conduct thereof, not inconsistent with this act and the ordinance of the city or town wherein such hospital is located. They shall have the exclusive control of the expenditure of all moneys collected to the credit of the hospital fund, and for the purchase of site or sites, the purchase or construction of any hospital building or buildings, and the supervision, care and custody of the grounds, rooms or buildings purchased, constructed, leased or set apart for that purpose: *Provided*, that all moneys received for such hospital shall be deposited in the treasury of the county to the credit of the hospital fund, and paid out only upon warrant drawn by the Board of Commissioners of said county upon the properly authenticated vouchers of the hospital board. Said board of trustees shall have the power to appoint a suitable superintendent who shall appoint and discharge all necessary employees, and said board of trustees shall fix the compensation of all hospital employees, and shall in general carry out the spirit and intent of this act in establishing and maintaining a county public hospital with equal rights to all, especial privileges to none. Such board of hospital trustees shall hold a meeting at least once each month, shall keep a complete record of all its proceedings, and three (3) members of such board shall constitute a quorum for the transaction of business. The chairman of said board of trustees shall visit and examine said hospital at least twice each month, and the board shall during the first week in August of each year file with the board or boards of commissioners of said county or counties a written report of their proceedings with reference

to such hospital and a statement of all receipts and expenditures during the year, together with a complete inventory of all property other than real estate on hand on August first, and shall at such time specify the amount necessary to maintain and improve said hospital for the ensuing year. No trustee shall have a personal pecuniary interest either directly or indirectly in the purchase of any supplies for said hospital, unless the same are purchased by public competitive bidding.

Vacancies

Section IV. Vacancies in the board of trustees occasioned by removal, resignations, or otherwise shall be reported to the board or boards of county commissioners and be filled in like manner as original appointments, appointees to hold office until the end of the unexpired terms for which their predecessors were appointed.

Bonds May Be Issued

Section V. Whenever any county or any group of counties in this state shall have provided for the appointment and election of trustees for the hospital, and has voted a tax for a term not exceeding twenty (20) years for hospital purposes, as authorized by law, the said county or group of counties may issue bonds in the anticipation of the collection of such tax in such amounts as the board of hospital trustees shall certify to the board or boards of county commissioners of said county or counties to be necessary for the purposes contemplated by such tax, but such bonds in the aggregate shall not exceed the amount which might be realized by said tax based on the amount which may be yielded on the property valuation of the year, and such bonds shall mature in twenty (20) years from date and shall be in sums of not less than one hundred dollars (\$100.00) not more than one thousand dollars (\$1,000.00), drawing interest at a rate not exceeding five percent (5%) per annum, payable annually or semi-annually; said bonds shall be payable at pleasure of county after five (5) years, and each of said bonds shall provide that it is subject to this condition and shall not be sold for less than par, and shall be substantially in the form provided for county bonds, but subject to changes that will conform it to the provisions of this act, and be numbered consecutively and redeemable in order of its issuance: *Provided*, That the total amount of bonds to be issued shall not exceed one hundred and fifty thousand dollars (\$150,000.00).

Right to Condemn Property

Section VI. If the board of hospital trustees and the owners of any real estate desired of them for hospital purposes cannot agree as to the price to be paid therefor, they shall report the facts to the board or boards of county commissioners, who shall have the right to condemn, and condemnation proceedings shall be instituted by the board or boards of county commissioners and prosecuted in the name of the county wherein such hospital is to be located by the county attorney or county attorneys of such county or counties.

Approval of Building Plans

Section VII. No hospital buildings built in whole or in part from money derived from taxation shall be erected or constructed until the plans and specifications have been made therefor, approved by the State Board of Health and adopted by the board of hospital trustees, and bids advertised for according to law as for other county public buildings.

Jurisdiction of City or Town

Section VIII. The jurisdiction of the city or town in or near which such public hospital is located, shall extend over all lands used for hospital purposes outside the corporate limits if so located, and all ordinances of such city or town shall be in full force and effect in and over the territory occupied by such hospital.

Appropriations by County

Section IX. In counties exercising the rights conferred by this act the county council may appropriate each year in addition to tax for hospital fund hereinbefore provided for not exceeding ten percent (10%) of its general fund for the improvement and maintenance of any public hospital so established.

Privileges of Hospital—Charges

Section X. Every hospital established under this act shall be for the benefit of the inhabitants of such county or counties and of any person falling sick or being injured or maimed within its limits; but every such inhabitant or person who is not an indigent shall pay to such board of hospital trustees or such officer as it shall designate for such county public hospital, a reasonable compensation for occupancy, nursing, care, medicine, or attendants, according to the rules and regulations prescribed by said board, such hospital always being subject to such reasonable rules and regulations as said board may adopt in order to render the use of said hospital of the greatest benefit to the greatest number, and said board may exclude from the use of said hospital any and all inhabitants and persons who shall wilfully violate such rules and regulations. And said board may extend the use of and privilege of such hospital to persons residing outside of such county or counties, upon such conditions and terms as said board may from time to time by its rules and regulations prescribe.

Donations Authorized

Section XI. Any person, or persons, firm, organization, corporation or society desiring to make donations of money, personal property or real estate for the benefit of such hospital, shall have the right to vest title of the money or real estate so donated in said county, to be controlled, when accepted, by the board of hospital trustees according to the terms of the deed, gift, devise, or bequest.

Physicians and Nurses Subject to Rule

Section XII. When such hospital is established, the physicians, nurses, attendants, the persons sick therein and all persons approaching or coming

within the limits of the same, and all furniture and other articles used or brought there shall be subject to such rules and regulations as said board may prescribe.

Discrimination Forbidden

Section XIII. In the management of such public hospital no discrimination shall be made against practitioners of any school of medicine recognized by the laws of the state, and all such legal practitioners shall have equal privileges in treating patients in said hospital. The patient shall have the absolute right to employ at his or her expense his or her own physician and when acting for any patient in such hospital the physician employed by such patient shall have exclusive charge of the care and treatment of such patient, and nurses therein shall as to such patient be subject to the directions of such physician; subject always to such general rules and regulations as shall be established by the board of trustees under the provisions of this act.

Tuberculosis Department

Section XIV. The board of trustees of said hospital are hereby authorized to provide, as a department of said public hospital, but not necessarily attached thereto, suitable accommodations and means for the care and treatment of persons suffering from tuberculosis, and to formulate such rules and regulations for the government of said persons, and for the protection from infection of other patients and of nurses and attendants in such public hospital as they may deem necessary, and it shall be the duty of all persons in charge of or employed at such hospital or residents thereof to faithfully obey and comply with any and all such rules and regulations. The hospital superintendent shall, if practicable, employ as head nurse, to be placed in charge of said public tuberculosis sanitarium, one who has had experience in the management and care of tubercular persons.

Charity Patients—Duty of County Commissioners

Section XV. The board of hospital trustees shall have power to determine whether or not patients presented at such public hospital for treatment or surgical operation are subjects for charity, and when such fact is duly determined by said board, it is hereby made the duty of the superintendent or matron of said hospital to notify the Board of Commissioners of the county wherein said charity person resided or wherein he or she was found at the time of sickness or accident that such person has been admitted to said hospital as a charity patient from said county, which said notice may be either written or printed. It is hereby made the duty of the board or boards of county commissioners, as overseers of the poor in their respective county or counties, to pay to the treasurer of the hospital board the cost of the hospital care of such patient or patients as may have been admitted to such public hospital from their respective counties: *Provided, however,* That the charge for hospital care for such patient or patients shall not exceed the actual cost of same, said cost to be estimated by the matron or superintendent, or someone

selected by them, which amount so due from said county shall be paid by the said board of county commissioners when the same shall be certified to by the matron or superintendent of such hospital.

Indigent Tubercular Persons

Section XVI. The board of county commissioners of any county where no suitable provision has been made for the care of its indigent tubercular residents, may contract with the board of hospital trustees of any public hospital for the care of such persons in the sanitarium department of said hospital, upon such reasonable terms as may be agreed upon.

SOURCES OF INFORMATION

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COUNTY BOARDS OF PUBLIC WELFARE

KATHERINE WILSON, Moore County

County boards of welfare are comparatively recent institutions in other states, as well as in our own. In North Carolina, the boards were created by legislation in 1919; in Missouri, in 1921; in Virginia, in 1922; and in Nebraska, in 1921. This recentness is an indication of the fact that it took a while to educate the people up to a welfare program on this scale. There was, of course, some welfare legislation before the present well-organized system was introduced. For instance, we find the following in the constitution:

“Beneficent provision for the poor, the unfortunate, and orphan, being one of the first duties of a civilized and Christian State, the General Assembly shall, at its first session, appoint and define the duties of a Board of Public Charities, to whom shall be entrusted the supervision of all charitable and penal State institutions, and who shall annually report to the Governor upon their condition, with suggestions for their improvement.”

The recent legislation has enlarged the scope of the work and broadened the organization. The following excerpt from the statutes will give an idea of the system and scope of the work:

County Boards of Charities and Public Welfare

“C. S. 5014. *County board of charities, etc.; appointment; duty.* The State board shall appoint in each county three persons, to be known as the county board of charities and public welfare, whose duties shall be to advise with and assist the State board in the work in the county, to make such visitations and reports as the State board may request, and to act in a general advisory capacity to the county and municipal authorities in dealing with questions of dependency and delinquency, distributions of the poor funds, and social conditions generally. The members of the county board of charities and public welfare shall serve without pay. The State board shall have power and right at any time to remove any member of the county board.

“C. S. 5015. *Term of office and meetings of board.* The county board of charities and public welfare shall be appointed one for one year, one for two years, and one for three years, and subsequent appointments shall be for a term of three years. The persons so appointed shall meet immediately after their appointment and organize by electing a chairman, and the county superintendent of public welfare shall act as secretary. The county board shall meet at least once a month with the county superintendent of public welfare, and advise with him in regard to problems pertaining to his office.”

In anticipation of the problem to be stated later on, it might be well to call attention to the contrast between these rather vague and comparatively few duties of the board and the large number of duties of the superintendent of public welfare.

The county superintendent is elected every two years by a joint session of the county board of education and the board of county commissioners. Before he begins his work he must have a certificate of approval of his fitness from the State Board. The salary of the superintendent is fixed by the council that elects him. Each board furnishes half the salary and half the expense account. In counties having a population of less than 32,000 and in counties where the county superintendent of public instruction was performing the duties of county superintendent of public welfare in January, 1921, the county superintendent of public instruction becomes *ex officio* the county superintendent of public welfare. Unfortunately, his salary is not increased with his duties, and at the same time the statutes say that "all such duties shall be as binding upon the county superintendent of public welfare as they would be in case he were not county superintendent of schools". We shall comment on this weakness of the organization later on.

The County Superintendent of Public Welfare

According to the statutes, the county superintendent has 10 general functions, which, as we shall see, embrace almost the entire field of welfare work.

These duties are as follows: (quoted from statutes.)

"1. To have, under control of the county commissioners, the care and supervision of the poor, and to administrate the poor funds.

"2. To act as agent of the State board in relation to any work to be done by the State board within the county.

"3. Under the direction of the State board, to look after and keep up with the condition of persons discharged from hospitals for the insane and from the State institutions.

"4. To have oversight of prisoners in the county on parole from penitentiaries, reformatories, and all parole prisoners in the county.

"5. To have oversight of dependent and delinquent children, and especially those on parole or probation.

"6. To have oversight of all prisoners in the county on probation.

"7. To promote wholesome recreation in the county and to enforce such laws as regulate commercial amusement.

"8. Under the direction of the State board, to have oversight over dependent children placed in the county by the State board.

"9. To assist the State board in finding employment for the unemployed.

"10. To investigate into the causes of distress, under the direction of the State board, and to make such other investigations in the interest of social welfare as the State board may direct."

An Analysis of His Duties

An analysis of the duties of the county superintendent, made by the first bulletin of the State board, shows the broad scope of county welfare work and the tendency, noted before, to get at the root of social ills instead of merely correcting them. The analysis is as follows:

- "1. Poverty and charity.
 - (1) Administer and supervise the poor fund of the county.
 - (2) Investigate cases of charity—as to the causes for distress and the necessity for relief.
 - (3) Supervise organized and institutional charity and unify promiscuous aid and relief in order that more efficient work may be done.
 - (4) In various other ways look after the welfare of the poor people of the county.
 - (5) The superintendent will be a person to whom the public may report new cases of need and distress.
- "2. Crime and the penal and reformatory institutions.
 - (1) Study the problem of crime as to causes and extent, thus revealing the situation to the people.
 - (2) Coöperate with the State board and other agencies in promoting preventive measures to reduce crime.
 - (3) Coöperate with the state board in the investigation of the county jail and other prison camps.
 - (4) Have oversight of all prisoners in the county on probation.
 - (5) Have oversight of prisoners in the county on parole from penitentiaries and reformatories.
 - (6) To give the first offenders special attention and save them from becoming habitual criminals.
- "3. The problem of child welfare.
 - (1) Seek the causes and extent of infant mortality within the county.
 - (2) Coöperate with the families in preventing infant mortality and promote community child-saving movements.
 - (3) Handle the serious and difficult problem of the delinquent boy and girl.
 - (4) Help place dependent children in homes and institutions and be the guardian of their future welfare.
 - (5) Promote wholesome recreation and recreational facilities over the county for the welfare of our boys and girls.
 - (6) Regulate commercial amusements and assure the public wholesome influences.
- "4. The mental and physical defectives.
 - (1) Seek the causes and extent of mental and physical defectiveness, like insanity, idiocy, imbecility, blindness, deafness, feeble-mindedness, and other defects.
 - (2) Promote the early and proper care and treatment of such abnormal individuals as may be found in the county.

- (3) Coöperate with the State board in the problem of the mental and physical abnormals.
- (4) Work out preventive measures for the protection of society.

“5. Bad housing conditions.

- (1) Discover any condition of housing that tends to impair the physical or moral health of the tenant; that is unsafe and unsanitary for home-making; or is damaging to the community.
- (2) Coöperate with families in seeking relief from bad housing situation.
- (3) Create public sentiment and advise legislation that will assure the poor people better homes.
- (4) Stimulate pride in home-making among the poor people.

“6. The problem of non-employment.

- (1) Seek the causes and extent of non-employment in the county.
- (2) Coöperate with the non-employed, employment agencies and various employers in relieving the distress and securing work.
- (3) Look after the welfare of the unemployable, that is, those who for a personal or impersonal reason are unable to work.

“7. Miscellaneous duties.

- (1) Deal with the problem of the social evil, which tends to destroy the human race.
- (2) Act as a county truant officer, if officially authorized.
- (3) Coöperate with any official or organization in the county in the promotion of social betterment.
- (4) The County Superintendent of Public Welfare would have numerous minor duties not listed above.”

A Trained Man's Job

The analysis might be carried further still. We see, then, that a man who is a competent superintendent must be an expert sociologist, who would know all about the various problems which are handled by the welfare department. Besides, he will be, as can be readily seen, an extremely busy individual. Now, if a man is already county superintendent of schools, he is probably well-informed in matters of educational administration; but he need not be expected to be an authority on sociological questions. Furthermore, a man who is county superintendent of public instruction has already sufficient, if not too much, work for one man. To superimpose another office on him will be likely to result disastrously either to the man himself or to the office, most likely the latter. One very able county superintendent of schools who is also county superintendent of public welfare wrote me as follows:

"There is enough for a full time welfare officer in this county and plenty of necessary work to keep one busy. I have done the best I could so to combine the work as to give some attention to the most important cases and have done quite a good deal of welfare work. I have not been able to do all I want to do, or all that should have been done. One difficulty arising from the combination of the two offices is that in the discharge of the duties of one office, it sometimes produces a result that makes it difficult to discharge the duties of the other. . . . The work of the two offices is more than one person can possibly do justice to."

Out of the 100 counties, 44 have a situation like this. Herein lies one weakness of the county welfare system, which constitutes a rather difficult problem.

Before considering any other problems in connection with county welfare work, it might be well to note some of the results of the present system. According to Samuel E. Leonard, head of the Bureau of County Organization, "fully three-fourths of the counties organized are doing splendid work." He states that a good deal of emphasis is placed on juvenile court work, which includes work with delinquent, dependent, and neglected children. In the mountain counties, relief work is emphasized; in industrial centers, child welfare. During the school months, school attendance work requires at least half of the superintendents' time.

Increase in school attendance has been one very good result of county welfare organization. In some counties the increase was as great as 35 percent. It is stated that on January 1, 1921, a total of 99,762 children of compulsory age had been brought into the schools through the enforcement of the law by the county superintendents.

Another important piece of child welfare work has been in connection with the juvenile courts, which are now state-wide. The subject of the juvenile court would be a good one for a separate paper; hence, we can dismiss this subject with just a few words. In the first place, it is a real child-welfare agency, rather than a criminal court. Before any decision is made about some youthful offender or potential offender, an endeavor is made to find out everything about the child, especially about his home and surroundings. The children are disposed of in various ways. Some are sent to institutions of a reformatory nature, such as the Jackson Training School or Samarcand Manor; others are placed in orphanages or homes; others are put on probation. The general purpose is to prevent the children from becoming criminals by removing the causes of crime. During the first sixteen months that the county welfare units were in operation, almost 6,000 dependent, neglected, and delinquent children were taken care of by the juvenile courts. Work of this character will do much toward decreasing the future prison population in the state.

Another good result has been the unifying of relief work and the introduction of business-like economy into the expenditures for paupers. Every person whose name was on the pauper list was investigated, and in many cases it was found that some had died, others had moved away and were having money forwarded, others were not actually in need of county assistance, and

others were capable of becoming self-supporting. The next step was, naturally, to rehabilitate the latter class. This revision of the pauper list obviously means a great saving of county resources.

Durham and Mecklenburg

To show how well the work has been done in counties having a full time superintendent, we cite reports of two of the leading counties, Durham and Mecklenburg.

Durham county, with a population of 42,219, reports as follows:

1. Office administration and coöperation with the State board.
 - (a) Employs a full-time superintendent of public welfare and a full-time assistant, whose duties center largely in the work of child welfare.
 - (b) Maintains an office with records and reports, as required by the State department and as needed for the work.
 - (c) Coöperated with the North Carolina Children's Home Society in the placing of about 20 children and in looking up similar cases referred by the State board of public welfare.
2. Child welfare.
 - (a) Placed 37 children in homes, either in Durham county or in other counties, and maintained follow-up work; coöperated with the churches in regard to more than 30 orphans.
 - (b) Provided, through local agencies, the funds for building a cottage with a capacity of 30 boys at the Jackson Training School for Delinquent White Boys.
 - (c) Working on plans for a detention home for children having social deficiencies and for children awaiting permanent placement.
 - (d) Granted aid to mothers in more than 20 cases.
 - (e) Coöperated with the county board of health and the American Red Cross in making 1,144 visits, in the examination of 395 children, and in the clinical dental examination of 1,484 children.
3. Charities and corrections.
 - (a) Inspected the County Home; assisted in its work and weekly religious services.
 - (b) Inspected the county jail and investigated a number of cases of families of those in prison and on county work.
 - (c) Placed a number of girls in the North Carolina Training School for Delinquent White Girls.
4. Probation and juvenile-court work.

Assisted in the cases of 65 juvenile offenders.

5. School-attendance work.

Made 538 visits to homes of children who were out of school, to improve child and family life.

Mecklenburg county, with a population of 80,695, reports the following activities:

1. Office administration and coöperation work with the State board.

- (a) Employs a full-time superintendent of public welfare with adequate assistance in the office.
- (b) Maintains an office with complete record and filing system for making reports.
- (c) Has been instrumental in organizing a local welfare committee in every district.
- (d) Coöperated with the State board in child-placing and in the publication of reports.
- (e) Made 168 inspections for child labor in coöperation with the State child-welfare commission.

2. Child welfare.

- (a) Provided for a cottage at the Jackson Training School.
- (b) Held conference on delinquency.
- (c) Assisted in the placing of a number of children.
- (d) Is planning a detention home for children.

3. Charities and corrections.

- (a) Inspected the county prison.
- (b) Inspected the chain gang.
- (c) Inspected the county home and gave rating (73%).
- (d) Held conference in reference to morally deficient women.
- (e) Provided for a number of insane who could not be admitted to the State institutions.
- (f) Supervised paroled adults, of whom there were 6 at the end of the year.

4. Probation and juvenile-court work.

Assisted in juvenile-court work, the total number of cases being 832—377 official, and 455 handled by the probation officers. There were 144 children on probation at the end of the year. The county superintendent acted as chief probation officer, assisted by an officer for girls, one for men, and one for colored children.

5. School-attendance work.

Handled during the first year 657 cases of non-attendance, of which 5 were excused and 9 prosecuted, showing a successful management of the great majority of cases; during the second year 1,659 cases were handled, most of them successfully. The increased work was due to better facilities.

6. Community organization.
 - (a) Organized the county council.
 - (b) Organized a county welfare day.
 - (c) Assisted in working out a county field day and district track meets.
 - (d) Organized a county baseball league.
 - (e) Organized a county play and recreation association.
 - (f) Inspected moving pictures.
 - (g) Aided in organizing recreation plans in a number of mills.
 - (h) Coöperated with the Rotary Club in providing lunches for poor children; with churches in the care of orphans; with the Salvation Army, the American Red Cross, the department of health, school officials, mill villages, and community fairs.

Some Recommendations

The county welfare units, then, can accomplish quite a bit in large, well-organized counties. It is obvious, however, that in the weaker counties where the superintendent has not so much assistance, and in counties where the offices of superintendent of schools and superintendent of welfare are combined there is more work than one person can handle. The comment of one county superintendent has been mentioned. A member of a county board in such a county said that the board was greatly handicapped because it was without a full-time superintendent. Mr. Leonard, of the state department, states the problem thus:

"The duties are really so varied that it is impossible for any one person to do any of them well. That is one trouble now with the welfare work in the counties where only one person is employed to do the field work and the office work."

Since the other members of the board serve without pay, and since they are not given very much to do by the statutes, they can scarcely be expected to devote the greater portion of their time to the work. The work that they do will have to be done at such times as are permitted by their schedules of work. It is understood, however, when they are elected that they will have some time to devote to the work. We therefore assume this in our suggestions for the solution of the county welfare problem, which are as follows:

1. A full-time superintendent in every county.
2. Relieving the superintendent of such duties as do not properly concern the welfare department.
 - a. School attendance work.
 - b. Regulation of commercial amusements.
3. Varying the number of members of a county board according to the population of the county.
4. Assigning more work to the board.
 - a. Investigation of cases.
 - b. Visiting of penal and charitable institutions.
 - c. Assuming other duties which now fall on the superintendent, by

- (1) Increasing number of board members and appointing local assistants, and
- (2) Subdividing the work.

1. The first recommendation, that of having a full-time superintendent for each county, needs no further elaboration as we have commented upon the great handicap encountered by the board when it has no superintendent, and upon the injustice of asking one man to assume two difficult and responsible offices.

2. We suggest, moreover, that the superintendent be relieved of such duties as do not pertain directly to welfare work. Some of his present duties belong to other departments and should be assigned thereto. The department of public instruction, for example, should handle the problem of school attendance, and thus relieve the welfare department of a task which does not really belong to it, and which requires about half the time of the superintendent during school months. The compulsory law should be made stricter and easier to enforce, but even if it is not, the business of enforcement lies with the teacher and the truant officer, assisted if necessary by the local or county board of education. The welfare department is needed only in special cases, such as extreme poverty, or a case of habitual truancy or incorrigibility which would require the attention of a juvenile court.

Other law enforcement, such as the regulation of commercial amusements, belongs more to the province of other officers than to the superintendent of public welfare. It is obvious, also, that regulation of dance halls, pool rooms, etc., is a local, rather than a county problem. If a town is large enough to have such places of amusement, it is in most instances large enough to be incorporated. The movie problem is a state, rather than a county, affair. If there is a competent, conscientious board of censors regulating all the movies shown in the state, the county authorities can disregard the matter.

3. We suggest varying the number of board members because this has been done successfully in one state which has a very efficient welfare organization. In this way, various localities may be represented, and different phases of the work may be assigned to different groups or committees.

4. Finally, there should be more work assigned to the Board. The statutes made their duties rather indefinite so that they might be rather flexible, the board of one county serving in one particular field, and the board of some other county in another field. It is likely, also, that the statute-makers thought that if the superintendent were a good executive, as a man in his position ought to be, he would assign such duties as he saw fit to the several members of the board, and see that those duties were done. It has been said that a good executive is a man who can make others work instead of doing everything himself.

One large duty of which the board might relieve the superintendent is the investigation of cases. If the boards were enlarged and localized, this could be done without very much trouble to anyone. Each member, for example,

could be responsible for a certain locality, preferably the one in which he lives. He would know already of cases requiring investigation and could be on the alert for more.

It might be well, also, to make the board members responsible for visiting penal and charitable institutions and reporting on them from time to time. If they took turns or if they sub-divided the work so that each person was responsible for an institution it would not be a great burden to anyone.

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COUNTY AND COUNTY-GROUP HOMES FOR THE POOR

LUCY F. LAY, Carteret County

In making a survey and study of the County Homes in North Carolina one immediately realizes two things: first, that the present system of Public Welfare work has wrought a remarkable change in the condition of charitable affairs, and second, that the homes as a rule are still far from a credit to our state in any sense of the word, some of the conditions which exist being distinctly depressing.

According to the statutes of the State, the homes are to be "refuges for the aged and infirm". According to experts in social work, the county home should be well managed, comfortable, and a preventive of unnecessary pauperism. Certain types of human distress should not be admitted, or, if there is not any provision for them elsewhere, they should be segregated.

Their Present Condition

The county homes in North Carolina fall far below the standard set by these experts. Mrs. Kate Burr Johnson, Commissioner of Public Welfare in the State, asserted not long ago that the majority of the homes in the state are a failure measured by any decent standard of social efficiency, because of inadequate equipment, inferior management, lack of intelligent and adequate help, and general lack of supervision. To these should be added the "don't care" attitude which most of us as citizens of the state have exhibited. A county is rarely found in which there is definite and tangible interest in the county home in more than a few scattered individuals.

There are ninety-two county homes used in the State of North Carolina, which care for over fifteen hundred inmates. In considering the equipment, or rather the lack of equipment, it was noted that the buildings are of all sorts and conditions, ranging from miserable wooden shacks up to modern brick homes like the one in Guilford county. In the last four years over twenty counties have built or are still planning to build new homes. Most of these new homes have modern arrangements and are built of brick.

The total value of all property, including the farms, amounted to \$2,724,741.76 in 1922. The buildings themselves are valued at \$1,356,276.66, making the average value of the building for each county \$15,000. The highest value of a plant, is that of the Guilford county home, \$157,200 and the lowest is that of Henderson county, \$750. Thirty of the buildings are valued at \$15,000 or more, but many of these are poorly planned and inconveniently arranged. In the Lincoln county home, to take one example, there is really room for thirty inmates, but there is no provision for segregation of sexes; in one brick cottage, there were three colored men and four colored women, and, while there were separate toilets, there was only one bathtub. In 1922 about twelve

homes had complete modern conveniences for all inmates, including hot and cold running water, steam heat, etc. There are now about twenty with these conveniences.

Twenty-six of the homes have private water systems. In 1921, a total of forty-seven used open wells or springs. Both are unsuited for institutional use, since they require almost constant care to prevent pollution. In 1921, twenty-seven had both hot and running water. The officials of the State Board of Public Welfare assert that since then conditions have been somewhat improved, but figures to show this are not available. Fifty-seven percent of the homes used the common drinking cup, usually with a bucket and dipper arrangement. In a survey made by one of the University students it was reported that there are at least thirty-six inmates suffering with tuberculosis and forty-five with venereal diseases. Couple this fact with the common drinking cup found in the homes and we see an appalling condition, which should no longer go unnoticed by officials and the public. In the Durham county home, on each porch of the little cottage is a bucket with a dipper, the bucket being not even covered. About fifty percent of the homes have bathtubs and showers and most of the counties reported that a required bath once a week is the rule. In one home, which had reported this rule, the welfare officer found hens' nests in both the tubs. In one county home visited the only bathtub in the cottage occupied by eight inmates was filled up with basins, the room evidently being used as a sort of closet, certainly not for a weekly bath.

The furnishings in the majority of the homes is very simple. There is a small bed, a chair and a table. In the new home in Chatham county, each room has a bureau, but as yet the county has not provided tables. There should be also a rug and curtains.

In few of the homes is there the proper segregation of the sexes. The home in Chatham, which is excellent in almost every other respect, has the races separated, but goes no further. The proper way is illustrated by the manner in which the Guilford county home has been built. It has four parts, separating the races and sexes from each other. But Guilford county is the exception. Most of the homes have been built by persons who had no definite idea of the problems presented by the county home. In accordance with the law passed through the last legislature plans have been drawn up by the State board which confers with the boards of county commissioners who are considering building. These plans which have been drawn up by experts are furnished the commissioners at cost.

County Home Management

In considering the poor management of the homes we find the root of the trouble lies in the fact that most of the homes started with a farm. This farm was usually rented out to the man who required the lowest amount of money from the county for the maintenance of the inmates who lived in the building. The keeper is still expected to operate a farm. He was a farmer, usually of the poorer type, who had to work the land and then devote the rest

of his time to the home. The amount of money now paid to the superintendents is comparatively small, and the equipment has been so inadequate, that few men of a good type could easily be induced to take the position. Thirty-seven counties pay the superintendent less than \$100 a month. Nineteen pay \$600 a year or less. Of course we must remember that the keeper and his family usually get a place to live in and their board. This brings in another evil of the system, the fact that in many cases there is a man, his wife, and sometimes as many as a half-dozen children, all being supported by the county, when there are few inmates in the home. This often constitutes a useless expenditure.

But in most cases the superintendents are willing and anxious to do all they can for the inmates, but they have had no training and do not know how to handle the difficult problems which come up in managing the various types which exist in the homes. The fact that the office of superintendent is considered a political plum, the incumbent changing with every change in the party administration, constitutes another reason for the poor management.

There are paid matrons in nineteen county homes. Usually the wife of the superintendent serves without pay in this capacity. In many cases she cooks the food for the inmates, does the housework, and attends to her own small children. In most of the homes the inmates care for their own rooms, and sometimes this is done without apparent supervision.

The statute books of the state are full of laws which can not begin to be carried out by the county home superintendent because of this lack of intelligent and adequate help. For instance, the law requires that the superintendent keep a careful record of the inmates. No pretense is made at keeping this law in many counties. The officials are too busy, or they have not been used to making out such reports, so they let them go by. In making this study, it has been seen that good conditions are possible, even in small counties. In Chatham county, which has one of the cleanest and best homes in the state, the keeper is above the average. He used to be register of deeds of the county. In Vance county, the good conditions of the home are traced to the influence of the county superintendent of public welfare.

As a rule, there is very little supervision over the keeper. The homes are generally situated several miles from the county seat, and therefore it is fairly easy to have the home and the inmates out of sight and out of mind. The county commissioners, meeting one or two days in the month, have naturally paid little attention to the supervision of the homes. We have a law which makes the county superintendent of public welfare the executive officer of the board in all poor relief matters, and the counties are gradually giving this task to the welfare officers, who are likely to be familiar with the proper methods of running a home and who can report to the Board of Commissioners any great faults.

The Government of County Homes

The Biennial Report of the Department of Public Welfare printed some of the rules which the commissioners of Mecklenburg and Wake have enacted. Some of them are very interesting. The second is: "None of the inmates will

be allowed to leave the institution without permission of the superintendent or matron and any inmate violating this rule shall be confined in a cell, not to exceed one week for the first offense, and for each additional offense, the punishment is to be doubled." The twelfth rule is: "Any inmate that in any manner disposes of anything that belongs to the Home, shall be punished by confinement in a cell not to exceed one week for the first offense, and for each additional offense the punishment shall be doubled." In this particular home, many of the inmates were distinctly feeble-minded. Yet the superintendent has the power of sentencing an inmate to imprisonment, without regarding the value of the object disposed of. In the Iredell county home there are two "dungeons" for the punishment of the inmates. These are seldom used. In the Orange county home visitors are shown a wooden cage about six feet square which has been used to confine unruly inmates. In the Durham county home there is a building called the "Crazy House" in which three inmates who are practically insane are confined. It is very like a cell in the State Penitentiary, with cement floors, and clanging iron doors.

Coupled with these four faults in our system—the inadequate equipment, inferior management, lack of intelligent and adequate help, and the general lack of supervision—is the appalling mental and moral condition of the inmates.

Our homes have been used as the official dumping ground. They have been the "catch-all", as Mrs. Johnson has put it. In many counties it is quite common for Superior Court Judges to dispose of cases that they do not know how to handle otherwise by putting vagrants, prostitutes, and youthful offenders in the homes. As a result of the investigations of Dr. Harry W. Crane, of the University of North Carolina, and Mr. Roy M. Brown, who made an extensive study of some of the homes of the state, it has been found that eighty-five percent of the inmates are distinctly mentally abnormal. Out of the 128 inmates of eight homes examined, it was found that 68 were feeble-minded, 17 insane, 2 epileptic, 1 a drug addict, 18 were distinctly below normal, due either to congenital feeble-mindedness, senile deterioration, or paralytic dementia, 15 for one reason or another could not be adequately tested, and only 5 were classified as normal.

Dens of Feeble-Mindedness

In the homes there were reported 130 feeble-minded women of child-bearing age. According to Dr. Crane this condition forms the greatest evil existent in our county homes. He asserts that the homes are a breeding place for the feeble-minded. He gives many instances of births of children by inmates with mental capacity of a child of four or five years of age. In Nash county there was a feeble-minded woman who had come to the home while very young with her mother. She had given birth to ten children, only two of which were claimed by her husband, who is also an inmate of the same home. One of the ten children has given birth to four illegitimate children. In Durham county a very feeble-minded white woman gave birth to a child evidently of negro parentage. There is a county workhouse in connection with the home,

run by the same superintendent. There were negro prisoners in the work-house. In Burke county a child of white parentage was born to an imbecile colored girl. In Forsyth county, a feeble-minded youth of nineteen and a feeble-minded woman of seventy, inmates of the home, were married and have been living happily at the home ever since. Luckily they were not both nineteen, is the terse comment of the report.

These, of course, are striking and unusual stories, but there does not seem to be a home in North Carolina which has not had its scandal in connection with a feeble-minded inmate. This all goes to show that the type of institution, or the type of superintendent, or both are poorly fitted for the care of the feeble-minded. Not only the feeble-minded, but also the few normal inmates of the home ought to be kept busy and diligent. Massachusetts has a law which requires every inmate to be diligently employed. The happiest set of inmates noticed were those at the Orange county home, who were busy shelling corn. They should be given some occupation, and the keepers should be men who have enough ingenuity and capability to keep the inmates interested and busy.

The county home is failing also in its attempt to care for the sick. Few of the counties employ a practical nurse. The care which the county physician or the doctor appointed by the board of county commissioners gives the inmates comes in most cases only when the superintendent calls for the doctor. Many of the homes do not have telephones. In a few cases the doctor comes at regular intervals and makes examinations of the inmates. Over four hundred of the inmates are reported sick, many of these being confined to their beds, yet there is not a single attendant, in many cases, to care for their needs, except the wife of the superintendent.

The food which is served the inmates is, as a rule, a little better than would be expected under the conditions. In the five homes especially inspected, milk, eggs, and vegetables from the farm were used. In several places, things like lettuce and celery would be grown and sold to bring in some articles of diet which the inmates liked. In Scotland county it is interesting to note, the farm connected with the home not only paid the expenses of the home, but brought in a profit of \$170 to the county treasurer. In Carteret the value of the farm products per acre was over \$100. This was the highest average. The average seemed to be less than \$20 per acre.

Cost of Maintenance

The average cost of maintaining an inmate was \$302.80 in 1921. This did not include the large amount of food supplied by the county farms. It is very difficult to arrive at an accurate per capita cost since the superintendents rarely give accurate values for the amount of food used by the homes. When Mr. Roy M. Brown made up the figures for 1921, it was necessary in many cases to go to the superintendent and ask him, item by item, how much his corn, potatoes and so forth would have been worth if he had sold them instead of using them for the home. In some of the homes, the per capita cost may be placed too high, but more likely any error is in the opposite direction. The cost in 1921

varied from \$98.24 to \$7.77 per month. In 1923, the figures were compiled without the additions of the values of the farm products. The cost varies from \$2.23 to \$150.92 per month. The average cost of maintaining an inmate in that year was \$274.60. It is believed that if the farm products were added, the average would be close to \$300.00. At the Wake county home the cost is \$251.00, a fairly reasonable rate. The per capita cost of the Orange county home for 1923 was \$350.00, omitting the farm products.

In regarding the cost of maintaining the inmates it is interesting to note what Avery county has done lately. In 1921 the home was under the direction of the county commissioners with a superintendent in charge. There were at that time six inmates at the Home. The per capita cost was \$731.73. Mrs. Edmundson, the county welfare officer, persuaded the officials to turn its direction over to her. She found a woman who was capable of caring for the inmates, placed her in charge of the six men and women, and then personally supervised all the buying for the Home. The result was that in 1922 the per capita cost for nine inmates was \$206.45, less than one third of the former figure. But this condition did not yet satisfy Mrs. Edmundson. Believing that they would have better care and living conditions, she prevailed on the county board to make arrangements with Watauga county to take the inmates in their new home. So Watauga county home now has eight inmates from Avery county, costing Avery an average of \$116.10. Mr. Roy M. Brown considers \$200 to be a reasonable rate.

In forty-two county homes the per capita cost of caring for the inmates was greater than the cost at Dix Hill, where the inmates received hospital attention.

To turn to remedies and suggestions for the bettering of present conditions, it is interesting to note that the counties are realizing their lack of equipment and that they are building and planning to build brick establishments. In most cases, they are planning modern improvements and are consulting the Board of Public Welfare.

Robeson Sets a Pace

Robeson county is planning a new home which will necessitate a large expenditure of money, an investment of over \$175,000. Twenty-four thousand dollars will be spent for a farm of 141 acres and about \$150,000 for buildings. Their plan is quite ideal. There will be a two-story administration building, which will be connected with four one-story buildings by arcades. There will be a building for Indians, one for white people, and one for colored inmates, the fourth building being a tubercular ward. The home will be very comfortable and will hold about 85 inmates besides the superintendent and his family. But Robeson county has not yet built this home, for there is much opposition in the county. It has been stated by public welfare officials that there is no need for spending such a large sum for a home for one county.

The board is urging the counties to build district county homes, because the class of inmates is such as to require a type of institution widely different from the present and a type of supervision also vastly superior. There are few

counties which would feel able to maintain the type needed, a home with provision for the proper segregation of the sexes and races; provision for the care of sick inmates; and provided with a superintendent capable of caring for such a home. The state is planning to remove the very feeble-minded from the homes, and also the insane. Within a few years it is hoped that the county home inmates will largely consist of the "aged and infirm" for whom they are supposed to exist. Decreasing the numbers increases the difficulty of solving the problem by counties. The solution offered by such students of sociology as Prof. G. Croft Williams, is to have a district hospital-home serving a number of counties. This home would be much on the order of the Guilford county home, which had a per capita cost of \$149.31 in 1923. Only seventeen counties had a lower cost, yet the Guilford home has the best equipment and takes excellent care of the inmates.

District Hospital-Homes

A law was passed by the last legislature which was an act to enable any two or more counties to establish district hospital-homes in lieu of separate county homes. Prior to this in 1915 an act had been passed to allow certain counties in the eastern part of the state to build a district hospital-home. This has not yet been built.

Many objections can be raised to the plan, but none of them seems to be very strong. Some argue that the inmates would be taken too far away from their friends and former homes. This may be dismissed because visits of friends in most cases are so rare as to be negligible. After the inmates are once moved, it differs very little whether the new home is twenty or eighty miles distant.

The counties seem to be afraid to coöperate and work out this idea. Some say that this would be a "step toward further centralization of governmental powers, away from local self-government." This is based on the fact that the office of superintendent of the home is often a political plum. The incumbent usually changes with the administration. If a number of homes were converted into one, naturally there would be only one office open. But we are using more and more our system of consolidated schools, and the district county homes represent another phase of consolidation for the sake of convenience, efficiency, and economy. The counties are afraid of each other. The tendency seems to be to build monuments to the Boards of Commissioners and obtain a building to which "the people of the county can point with pride."

Another argument is that this type of institution would cost more. It would naturally require more money from some counties, for some of them spend a paltry sum on their inmates. But from the little data available it is apparent that, for a large proportion of the counties, less money than they are now spending would be necessary. A large efficient institution like the home in Wake or the home in Guilford seems to cost the county much less per capita than the average inefficient home. The two mentioned have the capacity for about one hundred inmates each. If all county home inmates could be put into homes of the desired type, each home accommodating about

one hundred, they could be maintained at a per capita cost of a little more than \$200 (using the per capita costs of Guilford and Wake, \$149 and \$257, respectively, to get the figure as a mean). This would make the annual cost of maintenance, not counting farm products, amount to \$330,000 for the same number of inmates, as compared with \$411,900, making an annual saving to the State of nearly \$100,000.

According to Dr. Crane and Mr. Brown, the State should immediately provide adequate facilities for taking care of the very feeble-minded now in the homes at Caswell Training School which now has a capacity for 400. A law has been passed through the last legislature which allows Caswell to take in applicants of any age, the former ruling being that they should be under thirty. But as yet Caswell has no place to accommodate these persons now in the county homes. It is vitally important to the welfare of the state that the feeble-minded women of child-bearing age should be placed under proper institutional protection.

There are many cases of insanity in our homes. In the Durham home there are several cases which should be put in our asylums. In the "crazy house" there were two very feeble-minded women and one woman who was almost raving. Dr. Crane thought there was little which could be done for her, but obviously it does not help to be bound up as in a prison. In the cottage where the colored women were, there was an imbecile who tore up everything she could lay her hands on. In the biennial report of the Board of Public Welfare is a picture of an epileptic man who has to be kept lying on a set of springs and a mattress on the floor with one end of a chain around his ankle and the other end stapled to the floor. Since that time, this case has been finally taken into Dix Hill, but there are still similar cases. The facilities at our three State Hospitals for the Insane should be increased so that those insane and epileptic persons now in the homes may be transferred.

If these insane persons and those who are distinctly feeble-minded were removed, we should have left those who properly belong in homes for the aged and infirm. Figures have been compiled on the district hospital-home mentioned before, which was suggested by Mr. J. J. Laughinghouse in 1915. The fourteen counties which compose the First Congressional District were selected to maintain a district home. The cost of maintaining the eleven homes in these counties for the year 1921 was \$37,011. They own property amounting to \$157,000. They should be able to realize at least \$100,000 on this and build a plant of the proper type. Out of the \$37,000 formerly spent for maintaining the eleven homes, it is estimated that a whole-time superintendent, a matron, two practical nurses, services of a physician, board for the inmates, and so forth, could be secured with a surplus of over \$5,000.

It would then be possible to offer a salary of two or three thousand dollars a year to the superintendent and require efficient service. We have now no superintendents who have ever been to college. It is possible that we may have graduates of the School of Public Welfare at the head of our hoped-for hospital homes. As the counties give them material with which to work the Department of Public Welfare can gradually assume more responsibility and

supervision over the homes and give intelligent aid and advice to intelligent superintendents who have had some training in handling the varied and difficult cases in the homes. It is recommended that the State of North Carolina pass an act similar to the one in Massachusetts. This requires the Department of Public Welfare to visit annually all almshouses. The State should provide the means to employ an Inspector, who could effect much good.

An Enlightened Public Attitude

It is fairly easy to suggest the remedies after studying the case deeply. The hard thing to do is to make the counties realize the importance of the matter and to get them to provide the money. The people must be thoroughly aroused to the evils and the needs of the present system. Much publicity should be given to the plan of the district homes. Lately so much emphasis has been put on child welfare that various other phases of welfare work have been excluded from attention to a great degree. This is a phase of adult social work, but, unless it is carefully attended to, the child problem for the next generation will be more serious. If we interest the people of the state in their homes, we will soon have the new arrangement, and Caswell and our insane asylums will have an increased capacity which will enable us to remove every feeble-minded and insane inmate from the homes.

By working through some state-wide agency, such as the county superintendents of welfare or the Federation of Women's Clubs, contact between the homes and the communities could be made tangible and could be better maintained. In many homes there are irregular religious services and entertainments. If some definite programme for regular entertainment for the inmates could be carried out, it would aid greatly. There is also a great lack of reading matter of any kind in the homes. Various organizations of the community should help provide papers and books for these exiled poor. In introducing such a programme of service, people will gradually take more interest in the home, see its needs, and be willing to provide the money required.

The needs of this class of neglected human beings are important and immediate. The people of the State would do well to turn to a serious consideration of their wants. ↗

APPENDIX NUMBER I

Reports of County Homes Visited

A. Carteret County Home, situated two miles east of Beaufort, N. C
Visited twice in January, 1924.

This home represents an average county home in the state. The building is wooden, with the part for the superintendent and his family in the center, and a porch which goes the length of the house. The wing for the men is generally full, while the one for the women has several empty rooms. The home was comparatively clean. Each room had a stationary washstand. The heating was done by individual stoves, the wood being provided by the inmates or by the superintendent. There were two bathrooms which gave the impression that they were used mainly for storing potatoes. The surroundings of the home are fairly good.

From testimony of the inmates the food was abundant and well-cooked. There is a good farm, producing more value to the acre than any other county farm in the state. The inmates help with the washing and with sawing the firewood. The superintendent is a woman whose husband works the farm. She is paid a salary of \$75 a month, out of which she is spending \$25 a month for a cook, who is the only assistant on the place.

There are no provisions for negroes in this home. About seven of the thirteen inmates are classified as distinctly feeble-minded, while most of them are infirm.

The home has evidently been improved since Dr. Harry Crane's visit there in the summer of 1922, but the county needs a new home, with a central heating plant, and then the present plant could be used for negroes. The superintendent is honestly trying to do what she can with the equipment and funds which are available.

B. Chatham County Home, situated near Pittsboro, in Chatham county, N. C. Visited in February, 1924.

According to Mr. Roy M. Brown this home has been called the "best kept home in the state." The building cost only \$47,000, and follows out a very good plan except for one defect. There is no definite provision for the segregation of the sexes. In the center there is a big assembly hall for the inmates, and above this is the apartment for the superintendent and his family. Extending from the hall are two one-story wings, one for the colored and one for the white inmates. At the end of each wing is a big, comfortably furnished sitting room, which has a fireplace. Behind the assembly hall, are the two dining-rooms and a main kitchen which has two systems for washing the dishes, etc. At the time of the inspection, all the dishes were attended to in one side of the kitchen.

This home has steam heat, electric lights, and running water. There is a room with barred windows in which some inmates who are prone to run away are sometimes kept. There is a sanitary drinking fountain in each of the two halls. Ten bedrooms compose each wing, most of them being occupied by two inmates.

The building is good brick, with rough-finished walls and nicely finished floors. Van Lindley of Greensboro planted the place with shrubs and trees. Regular services are held at the home every other Sunday. The various organizations of the community have visited the home. The superintendent used to be register of deeds. He and his wife, who acts as matron, are of a very good type of official. They moved the inmates from squalid conditions in the old place, into the new home where cleanliness is the rule, and they have succeeded in making them contented.

C. Durham County Home, situated two or more miles from Durham, N. C. Visited in February, 1924.

Here the superintendent is doing the very best of which he is capable with the miserable system which he has had to maintain. It is a crime to expect any one man to oversee efficiently the various scraps of humanity which have been placed in the establishment.

In connection with the county home is the county jail or workhouse, which is managed by the same man. One of the women of the colored women's ward cooks in the kitchen which supplies the food for the inmates of the county home and also for the prisoners. On her ankles were iron cuffs, with a heavy chain binding them together.

The five brick cottages in which most of the inmates lived were in a miserable condition. The one in which the colored women were kept was filthy, unfit for brute animals. It was divided off by iron gratings into sections, each of which contained a bed and a chair. In one section lay a woman on a cot, and next to her was an imbecile who was so devoid of intelligence that no bedclothing could be put on the bed because she would tear it up. Imagine the effect of having to live in the same room with a person who lived, looked, and acted exactly like an ape.

The white inmates seemed to be fairly clean.

There is one building at this home called the "crazy house". There is a cement corridor with a window at the extreme end and an iron stove in the center. On the occasion of this inspection, three women were sitting around the fire. One of them was the very feeble-minded woman already referred to who gave birth to an illegitimate child of negro parentage. The second was very feeble-minded and also deaf. The third woman was almost raving. She was evidently suffering, and imagined all sorts of things about the management. She had an idea that the authorities were going to kill her, and asked ceaselessly for her children. The superintendent said that her children lived very near but that they had not been to see her for over six months. There is little that could be done for her anywhere, but obviously it does not help to be bound up as in a prison.

Fire extinguishers were seen in this home, and very close to them were found the unsanitary buckets and dippers for drinking water. In this home the white women exceed the white men inmates by two, and the total of women equals that of the men. Usually in our homes there are many more men.

D. Orange County Home, situated near Elland, N. C. Visited in March, 1924.

At the time of this inspection there were nine inmates. The main buildings are four, the "keeper's" home, the kitchen, and two low brick buildings for the inmates. The two brick buildings are 100 years old.

Water was obtained from a surface well. There is no sewerage system, and no lights except oil lamps. But the inmates seem well satisfied and happy. The superintendent was an average farmer. Several of the negro inmates were busy shelling corn, and singing at their work. Two of the women inmates were nearly crazy. It was at this home that the wooden cage six feet wide and six feet long, mentioned above, was seen. It was formerly used for confining the prisoners when they were unruly.

The county maintains a farm in connection with the home. It cost \$2,800 to run the home in 1923. The per capita cost of \$350 does not include the amount of food raised on the farm.

E. Lincoln County Home, situated near Lincolnton, N. C. Visited April 12, 1924.

This home which was built in 1909 has a capacity for about thirty inmates; at present there are thirteen. The keeper has a huge amount of space. He is paid \$10 a month per occupant. The home has steam heat, lights, running water, and a telephone.

There was no provision for the segregation of the sexes. The dining-room was not specially clean, nor was the kitchen. One man was shackled.

In one building three colored women and three colored men had to use the same bathtub, but there were separate toilets for each of the two big rooms.

The general impression was that Lincoln county was supporting eight people of the keeper's family in order to try to care for thirteen inmates, and that a great deal of equipment was not being utilized.

APPENDIX NUMBER II

Statistics Compiled for Study

Per capita cost of maintaining inmates in county homes in North Carolina, not including value of farm products used. 1923.

1. Brunswick	\$1,144.73	30. Lenoir	262.50
2. Pitt	1,141.32	31. Wake	257.02
3. Duplin	666.66	32. Gates	256.10
4. Wayne	646.66	33. Yancey	252.07
5. Polk	624.04	34. Alexander	251.10
6. Columbus	600.97	35. Caswell	250.00
7. Nash	566.56	36. Granville	244.35
8. Harnett	522.14	37. Warren	241.98
9. Greene	400.00	38. Alleghany	240.00
10. Richmond	351.30	39. Henderson	229.81
11. Orange	350.00	40. Person	215.00
12. Vance	346.61	41. Anson	213.02
13. Rowan	340.15	42. Martin	212.20
14. Wilson	334.61	43. Rockingham	210.93
15. Robeson	333.33	44. Mecklenburg	210.75
16. Moore	331.52	45. Jackson	209.00
17. Chatham	324.57	46. Perquimans	206.42
18. New Hanover	304.95	47. Currituck	200.00
19. Beaufort	302.85	48. Cleveland	198.00
20. Carteret	302.21	49. Davidson	193.87
21. Davie	300.00	50. Gaston	183.34
22. Clay	299.00	51. Forsyth	182.88
23. Buncombe	298.42	52. Rutherford	181.34
24. Pamlico	290.05	53. Burke	176.50
25. Montgomery	287.60	54. Chowan	174.47
26. Hyde	274.75	55. Sampson	174.28
27. Lee	273.85	56. Union	173.73
28. Franklin	270.51	57. Madison	173.47
29. Lincoln	264.50	58. Swain	169.44

59. Halifax	163.56	80. Wilkes	119.64
60. Pasquotank	167.72	81. Cherokee	111.29
61. Johnston	166.89	82. Avery	109.75
62. Washington	160.60	83. Surry	104.14
63. Camden	159.76	84. Yadkin	96.00
64. Edgecombe	159.40	85. Haywood	80.00
65. Stanly	157.91	86. Bertie	67.98
66. Hertford	155.83	87. Transylvania	33.33
67. Alamance	155.37	88. Catawba	38.64
68. Durham	155.03	89. Scotland, profit of \$45 per capita	
69. Guilford	149.30	90. Bladen	No home
70. Cabarrus	148.75	91. Graham	No home
71. Ashe	148.48	92. Hoke	No home
72. Mitchell	144.05	93. Tyrrell	No home
73. Watauga	140.83	94. Onslow	No home
74. Northampton	140.18	95. Jones	No home
75. Caldwell	139.28	96. Dare	Home not occupied
76. Randolph	138.13	97. Pender	Home not occupied
77. Macon	136.14	98. Iredell	No report
78. McDowell	128.04	99. Craven	No report
79. Stokes	125.48	100. Cumberland	No report

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March 3, 1924.

NORTH CAROLINA COUNTY LIBRARY SERVICE

E. D. APPLE, Rockingham County

In the year 1700 Thomas Bray, a missionary from England, established at Bath a small library for the use of the clergy of North Carolina. From this small beginning in 1700 until the University was established in 1795 our state library development represents a slow and gradual growth. With the establishment of the University Library in 1795, the movement acquired a considerable increase in its rate of progress, which rate it maintained until 1897, just one hundred and two years later, when the modern library movement was first definitely started.

The modern library movement had its beginning in the year 1897 when the city of Durham opened the first free tax-supported library in North Carolina. This library began with only a small wooden building and a few thousand books; but to-day it has a new \$45,000 building, a book collection of 10,890 volumes, with a circulation of 79,459, and it has broadened its services so as to include not only the city but the schools and general public of Durham county as well.

Following this lead taken by Durham, public libraries were soon started in Raleigh (1900), Greensboro (1902), Charlotte (1903), Winston (1906), and so on, until at the close of last year there was a total of sixty-eight public libraries in the state. Sixty-two of these libraries reported a total of 231,262 volumes, or about one book to every twelve people (standard set by the American Library Association is 5 books for each person); a number which causes the state to rank only forty-seventh in its public library facilities and which exceeds the number of automobiles and motor trucks operated in the state by only 28,000. Reports from these libraries which appeared in the North Carolina Library Bulletin last year show incomes which range from \$1,763 to \$11,387.60, and a total income of \$103,636.00, or approximately one-fifth of the one dollar per capita which the American Library Association has set as the standard. Greensboro, with its 19,861 population (1920 census) led with an income of \$11,387.60. This represents an expenditure of only fifty-seven cents for each individual, whereas the standard set by the American Library Association is one dollar per person. Next in the order of income reported came Winston-Salem, Raleigh, Asheville, and Durham. The total public library circulation reported last year, apart from school and college libraries, was only 906,492. Thus we have a brief history of the library system in North Carolina together with a general idea as to its present condition.

The Reading Conditions of North Carolina Farm Life

Now let us consider briefly the general circumstances and characteristics of the population at large. North Carolina, with its 2,600,000 inhabitants, is mainly an agricultural state, including only twenty-seven cities which have a

population of five thousand or more. Seventy-one percent of its people live in the open country; thus we see that it is an extremely rural state. In a recent report based on a survey of 1,000 North Carolina farmers in three typical counties, it was found that 31.3 percent of the landless parents could neither read nor write as compared with 9.4 percent of land-owners; and 46.1 percent of the negroes could not read or write as compared with 10.7 percent of the whites. It was found that the fathers of all families surveyed had on the average attained only 3.69 grades in school. This gives us some idea of the low educational level which exists among North Carolina rural parents today.

Now let us see what our status is in regard to the amount of current reading matter which comes into rural homes.

PERCENT OF FAMILIES WHICH TAKE DIFFERENT KINDS OF PAPERS
AND MAGAZINES

	<i>Land- Owners</i>	<i>Landless</i>	<i>White</i>	<i>Black</i>	<i>All Surveyed</i>
Percent families take dailies	3.5	6.7	26.8	3.2	20.3
Percent families take weeklies ..	31.8	9.0	24.3	8.9	20.0
Percent take church papers	18.6	2.3	13.5	1.4	10.2
Percent take farm papers	35.7	18.5	29.8	18.9	26.8
Percent take children's papers..	2.5	0.6	11.8	0.7	1.5
Percent take magazines	26.3	12.2	25.2	2.8	19.0
Percent take none	28.4	65.1	37.6	72.2	47.5

An examination of the above table shows that only one-fifth as many landless farmers as land-owners take daily papers, and only one-third as large a percent take weekly papers. Church papers in the land-owners' homes number eight times those in the homes of the tenant farmers, and there are twice as many farm papers in the homes of the land-owners as there are in the homes of the landless. Almost two-thirds of the tenant farmers and almost three-fourths of the negroes take no magazines at all. Of all the families surveyed, 20.3 percent take daily papers, 20 percent take weekly papers, 1.5 percent take children's papers, 19 percent take magazines, and 47.5 percent take no papers or magazines of any kind.

Some other data may serve to show the undesirable condition of rural homes so far as their book equipment is concerned.

AVERAGE NUMBER OF BOOKS PER HOME
(For area surveyed)

	<i>Operator Landlords</i>		<i>Owner Operators</i>		<i>Tenants</i>		<i>Croppers</i>	
	<i>White</i>	<i>Black</i>	<i>White</i>	<i>Black</i>	<i>White</i>	<i>Black</i>	<i>White</i>	<i>Black</i>
Coastal Plain...	15.2	0.8	1.4	20.2	2.69	1.5	2.24	0.6
Piedmont	65.0	15.8	23.8	18.3	17.7	11.75	6.07	4.8
Mountain	16.3	.....	7.64	.....	3.56	.....	5.35	.....
TOTAL	26.4	9.0	14.1	18.6	6.2	9.9	4.24	1.6

WHAT NEXT IN NORTH CAROLINA?

PERCENT OF FAMILIES WHO BORROW BOOKS
(For area surveyed)

	Operator Landlords		Owner Operators		Tenants		Croppers	
	White	Black	White	Black	White	Black	White	Black
Coastal Plain..	25.0	.....	5.0	20.0	15.6	.....	6.9	.....
Piedmont	8.6	.....	6.3	.....	.....	.....	.....	.....
Mountain	20.3	.....	27.8	.....	12.7	.....	7.9	.....
TOTAL	17.7	.....	19.8	2.33	11.2	.....	6.2	.....

PERCENT OF HOMES THAT HAVE BIBLES
(For area surveyed)

	Operator Landlords		Owner Operators		Tenants		Croppers	
	White	Black	White	Black	White	Black	White	Black
Coastal Plain..	89.5	80.0	95.0	100.0	74.0	78.5	86.5	62.0
Piedmont	100.0	100.0	98.6	97.2	100.0	78.8	92.2	97.1
Mountain	100.0	.....	100.0	.....	100.0	.....	97.2	.....
TOTAL	97.3	90.9	99.5	97.7	89.4	78.8	90.8	69.3

PERCENT OF HOMES THAT HAVE NO OTHER BOOKS THAN BIBLES
(For area surveyed)

	Operator Landlords		Owner Operators		Tenants		Croppers	
	White	Black	White	Black	White	Black	White	Black
Coastal Plain..	45.8	80.0	55.0	100.0	57.3	78.5	58.6	82.1
Piedmont	5.2	.....	5.1	10.5	5.0	15.1	38.5	28.5
Mountain	21.7	.....	27.2	.....	51.2	.....	52.9	.....
TOTAL	22.8	27.3	22.6	16.3	43.6	22.8	54.2	70.1

KIND OF BOOKS IN HOMES
(For area surveyed)

	Land- Owners	Landless	White	Black	All
Percent religious	14.0	6.5	13.3	7.4	12.4
Percent agricultural	1.3	2.9	1.9	0.4	1.6
Percent fiction	19.4	16.7	19.8	8.4	18.8
Percent children's	22.1	32.8	20.7	49.2	24.4
Percent others	43.2	41.1	44.3	34.6	42.8

A summary of these tables shows that 37.6 percent of all families surveyed have no books other than Bibles. It shows that forty-eight percent of the landless homes have no other books than Bibles as compared to 22.2 percent for the land-owners; 32.8 percent for the whites, and 47.1 percent for the negroes. These tables show that an average tenant has only one-fourth as many books as has the land-owner and that negro families have only about one-half as many as the white families. Of all books which are borrowed it is stated that more than nine-tenths are loaned by school libraries. The practice of borrowing books among negroes under present arrangements is almost unknown.

Two years ago Professor W. C. Jackson, of the North Carolina College for Women, made an investigation concerning the use of books in the state by negroes. He discovered that at that time the 750,000 or more negroes in North Carolina had a total of five public libraries and twenty-four training school and college libraries and that some of them had access to a few of the \$30.00 libraries in the rural schools for negroes. It appears from his investigation that the public library book resources of twelve colleges and normal schools and twelve county training schools for negroes are approximately 30,000 volumes. This literary evil is one which inevitably must have a profound influence upon the state's ability to attain its fullest development.

J. A. Dickey, of Alamance county, in the summer of 1922 made a personal survey of fifty-one white tenants who were typical representatives of the average landless farm classes in North Carolina. From among this number, thirty-eight tenant households were found to own books, to subscribe for newspapers and magazines, and to receive free public bulletins. The results of his survey follow:

- 12 families subscribed to a country weekly each.
- 12 families subscribed for a farm paper each.
- 9 families subscribed for popular magazines, 14 in number.
- 6 families subscribed for church papers, seven in number.
- 5 families subscribed for a daily paper each.
- 38 families had each a Bible and an almanac.
- No families subscribed for children's papers or magazines.
- 4 families received the State Public Health Bulletin.
- No families received any other bulletins from any state department or any state college.
- 13 families had, all told, 153 children's books including school books.
- 14 families had 38 religious books, mainly song books.
- 3 families had 43 novels.
- 34 families had 473 volumes of various other sorts, mail order catalogues, reports, old medical books, law books, etc., most of these in three families
- No families had any books on agriculture or country life.
- No families borrowed books from school or other public libraries.
- 2 families had no books but the Bible.

This picture, furnished by a study of the reading conditions among our rural inhabitants, is one which ought to serve as a burning challenge to every educated North Carolinian. It is a true image of facts which are now existing within the boundaries of our own state, and it tells of a condition which those who are the victims of it apparently cannot themselves remedy. Whatever solution there may be to the problem which this condition offers it seems is being left largely to those of us who have been taught to know the value of literature and learning. As conditions are at present, religion and politics seem to be more popular topics for thought in North Carolina than is public library service. It is hoped that this paper may show the vital need for a realization by educated citizens of a demand for some form of public library service for the rural people of North Carolina.

Recent years have seen a great industrial development in our state, with multiplication of its factories and good roads. There seem to have been attained remarkable heights in its equipment wealth. To-day our state is outranked by only four others in the value of the farm crops it produces. It manufactures more cotton and tobacco than any other state in the Union and is outranked by only seven states in the amount of taxes which it pays into the federal treasury. And yet in spite of these favorable conditions there are to-day thousands of people on the farms who still know the horrors of poverty. Forty-three and five-tenths percent of our 1,820,000 farm population is of the tenant class. This condition appears even more tragic when we learn that around 60 percent of this number are whites. This farm population is of course largely dependent upon library facilities for their reading material, since they own very few books themselves. In our state last year there were only 54 counties which had within their borders a library of some kind; 46 counties had no library of any kind and only eleven counties had a public library of more than 5,000 volumes. Thus we see that there are 1,897,600 people in North Carolina who have access to no library at all and can be served only by traveling libraries provided by the North Carolina Library Commission.

The above data indicate the low position which North Carolina holds so far as her books and libraries are concerned. It seems that the advance which we have made as a reading people is far short of what it should be if we are in any way to balance the various phases of our progress. The state has from time to time made efforts toward improving this situation. In 1901 the State Literary and Historical Association secured legislation for the establishment of what we know as thirty-dollar libraries, which contained an average of 85 volumes each. Later \$15.00 supplementary collections of about thirty volumes were added. This has enabled something more than half the common schools of our state to be supplied with libraries of some description. The remaining one-half have been forced to do without books except for those who could obtain the traveling library service or who could buy them individually.

What the State Has Done

In March-April, 1909, the North Carolina Library Commission was established. The legislature gave it an annual appropriation of \$1,500. In 1921

this appropriation was increased to \$17,500 and in 1923 to \$27,500. Results from these appropriations show that last year the commission was maintaining 1,045 traveling libraries and 4,034 package libraries operating in the one hundred counties of the state, with a total circulation of 229,310. Service rendered by these libraries has done a great deal toward solving the book problem, but, since they have been operating principally in small villages, they could not reach those people who need them most, the tenant farmers in remote districts. Thus we see that all attempts so far have proven rather inadequate and have failed to solve the rural reading problem.

Our Part

It seems, then, that "county extension in some form must come in North Carolina. It may be the county library, the township library, or the extension of public library privileges to county residents." It seems that the county library is best adapted to North Carolina needs and is the only one which can readily conform with our state situation. The township is a different unit in North Carolina from what it is in those states where the township library has been most successful. The county extension can never completely solve the problem for the simple reason that there are not enough strong libraries to serve as centers. Hence "whenever we think of the library millennium in North Carolina it seems that we must visualize a county system consisting of a strong tax-supported public library in each of her hundred counties"—namely the County-wide Free Library.

The county free library is a library established by resolution of the county supervisors (commissioners), supported by the county taxpayers, and gives free service to every resident of the county (a town with a library is not included unless it wishes to be). Its operation follows closely that of a city library with its branches in different sections of the town, the main difference being that a city library has the municipality for its boundary, while the county library has the county for its boundary. The system consists of a central library, located usually at the county seat, and managed by an experienced librarian whose knowledge of books is at the service of the people all over the county. Branch libraries, equipped to meet the needs of students and citizens, are operated in all parts of the county. Frequent exchanges are made, when desirable, between the different branches and stations so that almost any book is available anywhere. Upon request the central library sends books and other material by parcel post directly to any individual in the county.

The county-wide library system is usually under general supervision of the board of county commissioners which has power to make rules and regulations regarding the policy of the system. The board appoints the librarians and makes provisions for increasing the library equipment and for general book distribution.

In order to start the system in this state it would be necessary in the first place for the legislature to pass a law providing for the establishment and maintenance of public libraries in North Carolina. It would be necessary that

power be delegated to the counties to establish and maintain county-wide library systems through their county commissioners or otherwise. In order to accomplish this a small tax would have to be levied. In those counties of other states where the system is operated, the tax levied does not exceed four and a half cents and is not less than one cent on the hundred dollars' valuation of property. When adopted in this state it would probably be best to have the county organization work in coöperation with the State Library Commission at Raleigh. The commission could advise in the purchasing of books and make the system as nearly uniform as possible over the entire state. It should serve not as a governing board but as a council to which the county authorities could appeal at any time for advice or needed information.

The results of this county system where it has been tried are entirely satisfactory. Rural teachers are enabled to borrow books for their own use in the schools and their pupils have permanent access to adequately selected libraries. Farmers' Clubs, Women's Clubs, and literary societies are able to get the literature which they need in carrying on their work, whether it be material for debating or instructions needed in making a road drag.

If there are extreme rural sections where book stations cannot be established conveniently, a book truck is operated which makes regular trips over the county carrying needed books to the very homes of the most isolated farmer. This system is practiced very extensively in California and Maryland.

The Washington County Library, with its center at Hagerstown, Maryland, is a good example of a county library system which ought to work well in the counties of North Carolina. Everything in Maryland, as in this state, is run on a county basis. The county is the main unit of government. The county library was found to fit in perfectly in that state. The people there report that they could not do without their county library and their book wagon.

The same system is in operation in northern Minnesota, where they have book vans filled with shelves of books which travel at stated intervals over different parts of the counties and distribute books to all.

A similar system is also operated in the state of California, with marked success. In California, by July 1918, forty-two of the fifty-eight counties had established county libraries under state library law; thirty-eight of the forty-two received an annual maintenance fund of \$539,458, contained 945,856 volumes, maintained 2,890 branches, served 1,549 school districts, and were directed by trained certified librarians under central state supervision.

County library organization for us would be somewhat simpler than it was for some of the states which now have the system. This is true because of the fact that our counties are comparatively small, especially when compared with those of California. We usually have but one town of any consequence in a county, and that the county seat (our chief trading point). Our good roads and large number of automobiles have brought all parts of the county within ready access to the central town, or to other points where books would be located.

Of course it cannot be expected that this system would usher in the millennium, but it would seem to be a great step in the right direction. It would inevitably lead to greater literary progress and would eventually solve our book problem. In the words of someone else, "if the people of our state are to gain a more fundamental knowledge of the world in which they live, if they are to elevate their standards of living, it must be done through the schools and libraries and museums." And with our existing conditions of country life "it is only by changing from the municipal to the county form of library organization that we can hope to take our place with the rest of the country in library development."

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COUNTY GOVERNMENT IN NORTH CAROLINA

T. GLENN HENDERSON, Guilford County

Historical

The county was originally the territory of a count or earl, and in England and Scotland the term is equivalent to shire. Each state of the United States is divided into counties, with the exception of Louisiana, where the divisions are called parishes but are similar to counties.

In direct descent from the shire, which is the earliest unit of popular government, the county is our oldest political unit. As such, the primary and most essential functions of government naturally gravitate to it, except in New England and in some sections of the South, where the town and district precede and supersede the county. It is the most pervasive of all American local governments, covering the country in every state as the very warp of the national fabric.

The county in North Carolina had its origin in the colonial settlement of the state, dating back to the charter grant of the province of Carolina by Charles II, in 1663, and the subsequent formation and organization of the counties of Albemarle and Bath, which were later divided into precincts, each having a system of government in itself. These divisions later were called counties, and, as the territorial expansion and settlement of the province increased and developed, the counties increased proportionally in number.

Today there are 100 counties in North Carolina, varying in size from the county of Chowan, embracing one hundred and sixty-four square miles, to the great county of Robeson, covering more than one thousand and fifty square miles. A majority of the counties, however, range from 300 to 700 square miles in area.

County Functions

The county not only permeates our whole legislative, judicial, and administrative system, but is the mold in which our party organization is cast. Our machinery for nominating and electing our governmental officials is centered in the county, and the "county central committee" is, in almost every county in the state, the most active and potent of our party organizations.

In addition to these responsibilities, the county is invested with certain specific functions which are essential to all government: levying and collecting taxes; making and keeping open the ways of communication by constructing and maintaining roads and bridges; preserving and administering justice through the sheriff's office, the courts, justices, and constables, and even by the militia in earlier times; protecting life through the coroner's office; managing and superintending schools; registering and recording deeds, wills and vital statistics; licensing the sales of certain lines of merchandise.

To these governmental functions of the county there have been added, and with rapidly increasing volume of late, the relief of the poor at the poorhouse and at home through the county agent; the care and treatment of the sick in general hospitals and sanitariums; the arrest, conviction and punishment of misdemeanants and criminals; the custody of the feeble-minded, insane, and epileptic; and the custody and probationary care of juvenile delinquents.

The county seat is the center of more governmental activities and human services than any other seat of government. It is the rural capital of a great majority of the people of the state, and it is the executive office of many of the most important of the functions of the larger towns and cities of the state, and here more vital control over the activities of the local community and the home life of the citizens is exercised, either executively or administratively, than in any other seat of our entire system of government.

The counties in North Carolina are classed as rural or semi-urban, and all of them except three have incorporated municipalities. The counties have a population of more than 2,559,000, 71 percent of which is rural. In 82 counties more than two-thirds of the people live outside of incorporated places and therefore county government is about their only government. The counties vary in population from 80,695 inhabitants in Mecklenburg county to 4,646 in Clay county, according to the 1920 census.

Prior to the World War, the cost of county government was reported by the United States census as 92 cents per capita in New England, in the western states \$6.25, in the central states \$2.30, and in the southern states \$1.20, aggregating a total expenditure for the 3,200 counties of the United States of \$385,000,000 a year, or more than one-third of the cost of the national government. In North Carolina in 1920, the cost of county government, exclusive of schools, was \$3.77 per capita, and the total expenditure for the government of the 100 counties was nearly \$10,000,000. Until very recently, in spite of such immense cost, the tax-paying public gave practically no attention to the character and quality of our county administration.

Ignorance, Apathy, and Indifference

Coincident with the growth of its functions in diversity, human importance, administrative exactions and political power, the county in North Carolina has suffered from its own citizens' neglect, the consequent inefficiency of its officials, and the partisan perversion of its prerogatives and powers.

This is true in almost every county in the state, as evidenced by the carelessness, inefficiency, inaccuracy, and illegality with which public records and accounts of the counties are kept; in the confusion and lack of coördination of its laws and methods of procedure in relation to the cities and towns and the state; in the evil conditions prevailing in county jails and almshouses, and the lack of adequate provision for dependent and neglected children and for maintenance of public health.

This general ignorance and indifference justify one of our foremost investigators of county affairs in declaring that "we are still, as a people, profoundly ignorant of the particular functions which the county fulfills in our national

economy, and, except in specific instances of graft, taxpayers' suits, and sporadic efforts in the line of research and reform, we are still at a loss to put our fingers upon the country's sore spots".

The secretary of the Merchants' Association of North Carolina reported recently that, while the population of the whole state was increasing rapidly, a large number of the county seats in the more rural counties were losing population. It is common knowledge that the rural communities of the state are experiencing a flocking of the population to great centers of commerce. According to the United States census the small towns of North Carolina increased only 9.4 percent in population during the last census period and the rural population increased only 9.2 percent. However, the urban places above 2,500 increased 54.5 percent in population during the same period.

Although this loss is partly attributable to competition with the great centers, which causes the elimination of the small retail merchants and the shortage of farm labor and tillers of the soil, yet it is noted as surprising that it has taken place at county seats, which are in many ways the centers of county activities along the line of politics, courts, collection of taxes, and other similar functions of government.

May it not be due in part to the citizens' neglect to promote their own interests by the development of the public resources and agencies of their rural communities? Still greater and more disastrous is the neglect of county government as its exactions, expenditures, and human responsibilities increase to the maximum. Just where public welfare and personal suffering are at stake, good citizenship is weakest, and partisan exploitation most prevalent.

Roots of Inefficiency

There are in the county system itself very obvious causes for inefficiency in administration aside from the sheer neglect by the voters. The counties differ greatly in their area—from 164 square miles to 1,051 square miles; in their population—from 4,646 to 80,695; in social and industrial condition—from a scattered, native farming community to the larger manufacturing and commercial centers. The counties differ widely also in their very types of organization and in their diverse inherited methods of administration. Therefore it has been impossible to standardize their form and management.

Legislation has either ignored the county and left its primitive forms and methods to be outgrown, or it has still further embarrassed county administration by a patch-work of confused and often conflicting laws, which have made good government impossible and left officials uncertain of their obligations and without supervision. Local governments of the town, municipality, and county have thus been left each to go its own way, without correlation or coöperation with each other or with the state. The result is non-uniformity of tax laws; laxity in the administration of the present laws, which results in wasteful and unwise expenditures of the taxpayers' money; a shameful lack of business management of the county governmental affairs; a lack of an intelligent record kept by the county treasurer, county commissioners, and other officials; and a general muddle of county affairs.

In some counties—New Hanover, Mecklenburg, Buncombe, Forsyth and Guilford, for instance—which contain large urban areas as well as rural areas, a vast and useless duplication of effort results from the above lack of coöperation. Constable and police may interfere; sheriff and chief of police may clash; coroner and city physician may perform identical services on the same occasion—although from the standpoint of efficient government this duplication is an unnecessary expense. And thus is the burden of taxes made unnecessarily and unjustly great.

In every county in the state there is useless duplication of effort and unnecessary and unwise expenses are incurred in collecting and spending taxes. Many of the counties have two superintendents of schools, when one would be far better. In Guilford, for instance, the citizens of Greensboro through their tax funds pay not only the salary of a superintendent of city schools, but also their proportionate share of the salary of the county superintendent. This duplication of expenditure ought to be avoided.

All such overlappings and interferences mean waste of effort and increased cost to the public. One political expert who has studied these problems suggested a complete divorce, as far as administration is concerned, between urban and rural districts in the few noticeably semi-urban counties. Because a city is in a county is no excuse for spreading the entire county governmental system over the autonomous urban area.

As an instance of what reform offers to these semi-urban counties, there may be cited one county in Pennsylvania, which has the same general form of county government that North Carolina has; here the application of research methods for a very brief period of time pointed out an avoidable expense of \$284,000 a year, an important item of waste being the presence of superfluous employees and unwise expenditure of county funds. This expense is far above the average for the counties of this state, yet it shows the possibility of a foolish expenditure of an enormous sum of the citizens' taxes.

Examples in North Carolina

But one does not have to go outside the boundaries of North Carolina to unearth such odious nests of waste and inefficiency in the expending of good county tax money. They are all around us, as evidenced by recent audits of the books of Swain, Henderson, Columbus, and Yancey counties. In Swain a deficit of \$23,000 was charged; in Henderson \$33,000 was unaccounted for; in Columbus records did not show for what purpose about \$30,000 was spent; and in Yancey a general audit was found necessary. In Sampson pensions were being paid to Confederate soldiers who had been dead for years.

These are some of the instances of defects in the present system of county government, which have found their way to the knowledge of the public. How many more there are, or have been, of this or other nature, is a matter of uncertainty. Probably some of the funds in these instances were spent wisely and lawfully, yet they were not accounted for in a business-like manner, and the expense of an audit of the county books had to be incurred in order to ascertain the actual conditions. All of which clearly shows that the same

obscurity in the mechanism of county government which allows fraudulent and loose handling of the administrative machinery also prevents the honest, conscientious office-holder from running the county affairs properly. Under such a system, it is difficult to differentiate fraud and incompetency on the one hand from honesty and efficiency on the other.

As a remedy for the defects in the present system of handling and accounting for county funds, a number of the counties have abolished the office of treasurer, and, under section 1389 of the Consolidated Statutes, have turned over to some reputable bank all the financial affairs of the county; while others have added to their list of officers part-time or whole-time auditors. The results in these cases have been the saving of large sums of tax money, the proper adjustment of accounts, and efficiency in the management of all county finances. Some of the counties, of course, could not afford a full-time auditor, and some could not afford to add the office of a part-time auditor, having but a small amount of finances to account for. But for most counties it would in the end be less expensive to employ an auditor who would keep the county's financial affairs on a sound business basis, than to let the state order an audit, the cost of which would exceed an auditor's salary for years. Under the present system of county government in this state the abolishing of the office of county treasurer and the adoption of the auditing system might well be recommended from both a governmental and an economical point of view.

Under the state Constitution and the laws enacted under it the state government keeps an extremely and surprisingly feeble check upon county administration and finance. In some cases the state officials do not appear able to furnish even the most elementary information as to county financial transactions. Why not adopt the practice of a few states—Minnesota for example—which provide for efficient reporting of county finances and the publication of summaries? This practice would afford an excellent means of checking up the expenditure of county tax funds, and make available the financial status of the counties at all times. When one considers the fact that lack of information has always been at the bottom of most public extravagance and graft, this neglect of state supervision over county finances looms large with possibilities of waste. The advantage of this situation to partisan politics makes intelligent and patriotic voting difficult.

Machine Politics

As we have seen, the county is the most effective and permanent seat of partisan politics. The county political steering committee may select the county commissioners and other officials whom the apparently unconcerned voters are expected to elect. When this selection has been made formally at the polls, it has been truly said that "the only man competent to issue orders to county officers that they shall do thus and so, or, failing to obey, shall be disciplined; the only man competent to enforce these orders, is that unofficial but most powerful being, the county boss."

Thus the vicious circle goes on its endless round. Thus despite, and even because of, the increasing expenditure and human importance of county administration, inefficiency and neglect have increasingly characterized it the state over, with comparatively few conspicuous exceptions.

At last this gauntlet, which has so long been flung at the feet of local patriotism and which has been left to lie there so shamelessly, is being picked up here and there by those who can no longer tolerate politics which have no connection with what is human. The people's politics is asserting itself instead of the politician's polities, in determined efforts to understand and simplify, unify and cleanse, and humanize and standardize local governments. And nowhere is this change needed more than in the government of the counties.

Two Methods Proposed

This movement at present has two tendencies in dealing with the difficulties of county administration. One is virtually to abolish the county by transferring its functions to the state. This suggestion is favored chiefly by people who live in the larger towns and cities and who, faced with the complexity of their multiple local governments and the inefficiency involved thereby, despair of any simplification or solution of their problems except by the elimination of one of the main factors in the situation.

It is pointed out, and with much force, that the state, whose legislature makes the laws, should control the state's attorney who can either execute or nullify them as his county constituents may direct. It is insisted that the coroner's office can be effectively filled only by the appointment of an officer who can meet both the medical and judicial exactions of a function that belongs to the state and not to the county, whereas under the present system great power is entrusted almost inevitably to a person of no special ability or character, with few or no checks upon his activities. The necessities which have led to the transference of the care of the insane, the epileptic, the feeble-minded, and the delinquent from the county to the state are further cited, and the resultant advantages. Thus, it is proposed to eliminate the functions of the county by merging them with either those of the municipality or of the state.

The other method proposed as a solution for the difficulties of county organization is by reconstituting county governments by home-rule charters. By proponents of this method it is recognized on the one hand that the county is too deeply rooted in the ground plan of our entire system of government, of the judiciary and of party organizations, to be eliminated; and on the other hand, that the county is the principal if not the only governmental agency through which our rural people, who constitute 71 percent of the total population of the state, do the things that each man, woman, and child of them needs to have done. These promoters of the county as a democratic unit propose to adapt it to each of three differing conditions.

Counties including agricultural areas may be adapted to the commission form of government with a county manager. An excellent example of this method has been inaugurated in Shelby county, Tennessee, of which Memphis

is the county seat. The act, as affirmed by the chancery court, while leaving the justices of the peace their constitutional prerogative of constituting the legal county government, transfers the actual management of county affairs to three commissioners by authorizing them to conduct the department of workhouse and turnpike roads, the department of county health, and the department of purchasing and finance. A bill proposed for New York State provides for three county supervisors at large, one to be elected each year, who shall appoint a county manager to be their executive officer, purchasing agent, and general overseer of all county work and institutions, with power to appoint their superintendents, together with the county treasurer and attorney. Either type of this form of government, and especially the latter, would be very adaptable in the majority of counties of North Carolina.

For the second class of counties, which include urban as well as rural communities, a federation is proposed which, while leaving each local community intact and free to develop its own interests, invests the delegated county board with the powers of a central government over the police, the civil service and the election of superior court judges; the appointment of the sheriff, the court clerks, and public administrator being left with these judges. This plan, which also provides for the short ballot and a county manager, was evolved by Alameda county, California, in its search for a better adjustment of taxes for its city and country communities.

Here was a community in which rapid advances in population in the last twenty years left the system of local government as unequal to face present conditions as the Merrimac to face a modern super-dreadnaught. What was once little more than a series of isolated suburban settlements and garden-truck farms has grown into a more or less compact metropolis having a population of about 400,000. Because of strong local pride in the several municipalities, it was found impossible to bring about a complete consolidation of city and county organization, but to meet the situation this plan of federation was worked out, which brings the administration of the several departments under the control of a single well-paid city-county manager, following the lead of the Dayton, Ohio, group of cities. This method, however, would be workable in this state only in those counties having the largest urban populations.

The County Manager

Why can we not have in each county in North Carolina a county manager who will be the sole responsible head of the county government? The responsibility for law enforcement should certainly rest definitely upon the shoulders of one officer instead of playing hide-and-seek, as it now does, between county attorney, sheriff, coroner, constable, and grand jury. The responsibility for the efficient conduct of the business affairs of the county should likewise devolve upon one official. Under present conditions our county is very much like a big going business concern, and what thoughtful citizen would take stock in a corporation at whose head there was no efficient or responsible management? Yet this is what the taxpayers in many of the counties are doing.

In most counties a county manager with capable assistance could conduct the entire business of the county government at a fraction of the cost under the present conditions.

The standard of efficiency in the administration of county government should be elevated at least to a level with the public school and good roads systems of the state. These changes, of course, cannot be realized over night; nor will civilization be brought to an end if they are not made at all; but the county is the only significant unit of local self-government in the state, and until its standard is raised the citizens cannot enjoy what they are entitled to when they pay the price in the form of taxes for pure self-government—if not pure democracy—and get only inefficient and shadow-government in return. The county is a creature of the legislature, and its system of government can be changed, or evolved, by that power.

We like to regard ourselves as a progressive people, and yet we are strangely reluctant to experiment with our political institutions. We refuse to apply the lessons of science to the problems of polities. In science or in mechanics the tool must always be fitted to the task. Too often in politics the tool is bungled by tradition.

Not any too soon, but rather, far too late, polities are gradually being disconnected from mere partisanship and being identified with what is human and universal, with what concerns man as an individual and as a social being. In this process, the county may well be made the local base for democratic participation in government. Its care for roads and water, for health and sanitation, for the poor and the afflicted, for the courts and their administration of justice, makes its service very human and of interest to every individual. The county lies all around and very close to every home and neighborhood, everyone's home town and city, and therefore it ought to be and can become the framework for the fellowships formed about those most fundamental and personal possessions. Is not the time, therefore, about ripe for the overhauling of our system of county government?

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THE CONSOLIDATION OF RURAL SCHOOLS AND THE COUNTY-WIDE PLAN OF ADMINISTRATION

M. A. JAMES, Madison County

Introduction

The Rural School Problem, a problem of the greatest interest, is now demanding the attention of thinking people throughout North Carolina. The intelligent farmer is asking with a seriousness never before manifested, "What steps can our community take to make ours a better school; what can we do toward preparing our children for better and more efficient citizenship; why should not our rural children have just as good opportunities as the urban children?" When a sufficiently large number of our farmers begin asking these questions, North Carolina will build up a school system that will stand at the top-most rung of the educational ladder of the United States. But, to build a great and lasting educational system, there must be unity of purpose along all lines. The country and town must come together for the betterment of the child, morally, physically, industrially, and intellectually. Let us now turn to some of the actual conditions that exist in North Carolina.

The Rural Schoolhouse

At the end of the school-year 1921-1922 there were in the state 7,323 rural schoolhouses, 5,014 of which were for white children and 2,309 for colored children. Few of the schoolhouses for the whites and less than half of the schoolhouses for the colored are more than twenty years old, for, since 1900, 5,270 new rural schoolhouses for white and 1,400 for colored children have been erected. It might, therefore, be expected that at least the rural schools would have good plants, and that approximately half of the colored schoolhouses would be of recent design. This, however, is not the case. For, from the revival of interest in public education after 1876 until very recently, the paramount question before rural school authorities has been not how well but how cheaply building could be done.

Of the 7,333 rural schoolhouses in 1922, nearly 50 percent, or 3,299, were one-room schools; nearly 35 percent, or 2,516, were two-room schools; 10 percent, or 732, were three-room schools, and 10.5 percent, or 786, were schools of four or more rooms. In other words, one-half of all the schools of North Carolina are one-teacher schools and more than three-fourths are either one- or two-teacher schools.

These figures should be sufficient to convert the ordinary thinking man to some kind of change. But the trouble is, that most of the people that have arrived at a realization of our educational needs live in the towns and cities, and have not thus far considered the rural problem their problem. The rural

school holds the mirror up to the rural community and reflects the real value of its life with almost unerring accuracy. Consequently, before the best physical school conditions can be obtained in the majority of our rural districts, an entire social and mental revolution will have to be brought about, and it will have to be done chiefly through the influence of outsiders.

The Rural Teacher

Almost three-fourths of all the children in North Carolina attend the rural schools. The total white school population in 1922 was 606,912. Of this number 468,761 were in the rural schools. We immediately conclude that since this is true the rural districts are entitled to the very best teachers. But they do not get them. Of the 15,254 teachers in North Carolina 11,929 teach in the rural schools. Of these rural teachers 7,995, or 55 percent, do not hold certificates as high as Elementary-A. In the cities only 12 percent of the teachers hold certificates below Elementary-A. In other words, the proportion of teachers that do not hold certificates as high as Elementary-A is four and one-half times as large in the country schools as in the city schools. This, of course, is easy to account for. The teacher who really has preparation won't go to a one-teacher school in the country where she has to teach seven grades when she can get work in the city and teach only one grade at a much larger salary. Then, too, the prepared teacher likes to associate with other teachers instead of being confined with country people who are in most instances uncultured. Furthermore, the average prepared teacher doesn't fancy the idea of performing the janitor's duties, as in most cases she has to do in the one- and two-teacher rural schools.

On the other hand, statistics show that seventy-five percent of the rural teachers are willing to sacrifice preparation and remain in the one- and two-teacher schools so long as they are paid any salary at all. They either care little for the welfare of the children or have not come to a realization of their inadequacy. The thing for us to do is to eliminate these small schools by substituting fewer and larger schools, and then say to the poorly prepared seventy-five percent of the rural teachers: "Better preparation means better pay, but, in a few years, poor preparation will mean that you have no job at all." When teachers realize that they can not get work unless they prepare themselves, they will immediately cast off their attitude of laziness and stand preparation.

Rural School Compared With City School

In North Carolina there is a pronounced difference in educational opportunity for the rural child and for the urban child. According to the latest published report of the state superintendent of public instruction, for the school year 1921-1922, seventy-eight percent of the state's entire school enrollment of 753,698 are rural. Only twenty-two percent live in towns and cities.

For that school year the total available school fund for each of the rural children was \$20.91, as against \$55.09 for each of the children who live in the town or city.

The value of the school property provided for the education of the seventy-eight percent was \$17,753,225, or about \$30 for each rural child. But, on the other hand, the value of the school property for the twenty-two percent was \$17,515,745, or about \$100 for each city child. In other words we are spending about three and one-third times as much money on school property for the urban child as we are spending for the rural child.

The annual salary of the teachers of the seventy-eight percent was about \$548, as against \$998, for the teachers of the twenty-two percent.

The rural child was provided with 125 days of schooling. The city child was provided with 176 days.

We cannot expect the same school results from the rural pupils who have poor school equipment, poorly-trained teachers, a short term, and few social advantages that we expect from the urban pupils who have fine equipment, well-trained teachers, a long term, and excellent social advantages.

What Does This Mean?

It means that North Carolina is failing to provide adequate school advantages for four-fifths of her children. It means that rural education has not been standardized. It means that the task requires the highest type of thought. It means that we must immediately begin improvement with the spirit of altruism, seeking no other end than to remedy the educational conditions of 688,280 rural children.

Proposed Questions

A realization of this discrimination against four-fifths of all the school children in North Carolina leads to these questions: How can the seventy-eight percent secure the same educational advantages now enjoyed by the twenty-two percent? How can the rural children be provided with better school buildings, better playgrounds, better-trained teachers, richer courses of study, more helpful supervision, and the many other advantages to which they are entitled and which are provided for the children of the town and city?

The Answer Is Consolidation

At the end of the school year 1921-1922, according to the last published report of the state superintendent of public instruction, there were in North Carolina 355 consolidated schools. One hundred and twenty-seven of these schools had four teachers, 78 had six teachers, and 150 had more than six teachers. To make the point more emphatic, there were 20,359 rural children that were receiving practically the same school advantages that the urban children received. But let us not forget that there were 667,921 rural children that were having no share in these advantages, three-fourths of them having to struggle in a one- or two-room building at the feet of an inexperienced teacher. It is their cause that we must plead.

At present the only possible remedy that we can advocate for these deplorable conditions is consolidation. It is being tried in many of our districts and is proving remarkably successful. Consolidation means, as Dr. E. W. Knight expresses it: "The union of small, weak, poorly graded, poorly at-

tended, poorly taught schools into a large, strong, and well graded school, properly located, adequately equipped, and effectively taught by competent, well-trained teachers." Experience has taught us that equally good results can be obtained in the large consolidated school as in the city school. But, on the other hand, the small consolidated school is of little advantage; we should discourage the union of only two one-teacher schools, for the average farmer thinks that when he secures a two- or three-teacher school he doesn't need any larger. If he once gets a three-teacher school he will be slow to change. In the words of Dr. E. C. Brooks: "The best American experience has made it clear that a two-teacher school is but little better than a one-teacher school, and that a three-teacher school is but little better than a two-teacher school." In another place he says: "We are coming to realize more and more that we should strive for a six-teacher school as the smallest type of school that will guarantee really efficient instruction for our country boys and girls."

I do not think, however, that in all cases we should do away altogether with the one-teacher school. I suggest that, if the communities don't want to send their small children to the consolidated schools, a teacher be employed to teach the first three grades at the home school; but in all cases the teacher must be under the supervision of the principal of the consolidated school.

County-wide Plan in the Consolidation of Schools

Experience has shown us that the hit-and-miss method of consolidation is not the best plan. The time is coming when North Carolina will have a state-wide system of public education, but the time is not yet ripe to advocate such an advanced step. Most of the educational leaders to-day think that our attention should be centered on the county-wide plan. This plan would make it possible for every child in the county to attend a good high school.

The county-wide plan of consolidation would do three things: first, it would equalize school advantages throughout the county, giving like advantages to rich and poor; second, it would equalize the tax rate throughout the county; third, it would lower the special school-tax rate in the districts that are at present operating consolidated schools. Several of our counties have adopted this system of consolidation and are today hauling practically all their children to some one or other of these consolidated schools. The plan demands initiative and intelligence on the part of the superintendent and county board of education, and unless the counties get men with these qualities, we can not expect to see much progress made. Every teacher must be under the supervision of the principal of a consolidated school.

Some Advantages of Consolidation

In summing up the advantages, we find the following features favorable to consolidation:

1. Consolidation means a taxable area of from 30 to 50 square miles, which makes the district stronger and financially more effective.
2. It increases enrollment and attendance, and makes attendance more regular.

3. It makes possible the securing of better-trained teachers.
4. Salaries will be increased, and work will be improved with better-trained teachers.
5. The health of the children will be conserved, and community interest will be increased.
6. A better and more efficient course of study will be made possible, including such high-school subjects as agriculture, domestic arts, industrial arts, drawing, music, etc.
7. More time will be given for recitations, school spirit will be increased, and supervision will be made easier.
8. The consolidation of schools makes it possible for the child to receive a good high-school education at home, which will save the parents the expense of sending their children away from home for school training.
9. In other words, consolidation means better training for the child morally, mentally, physically, and socially. It means a longer term at cheaper rates.
10. Finally, it means a high-school education for thousands of rural boys and girls who would otherwise be deprived of it because of their financial condition.

The Transportation of Pupils

One of the first questions that is asked when consolidation is proposed is, "How will the children get to school?" At one time it was difficult to convince people that the transportation of pupils could be made practical. To-day, however, the problem is much easier, for, instead of relying on theory for argument, we can present actual facts. Surely the safe and easy transportation of 20,359 children during the year 1921-1922 ought to be sufficient to convince the ordinary man that it will work. In some districts the roads are very bad and it is doubtful whether consolidation should be encouraged. But we may rest assured of this fact, that if they get consolidation, good roads will soon follow. At the rapid pace of road construction in North Carolina, it will be only a short time until good roads will practically cover every part of the state. Some districts can use cars for most but not all of the school year. For those districts, I would suggest that wagons also be provided.

After districts have secured their cars and wagons, their next problem is to find drivers. Great precaution should be taken in making this selection, as the driver has much influence over the children he transports. Almost as much care should be exercised in the selection of a driver as is exercised in the selection of a teacher. In the words of Frank L. Jones, former State Superintendent of Indiana: "I am not in favor of letting contracts for conveying pupils. It is not a matter which can be lumped off to the lowest bidder. It would be as sensible to employ teachers on this basis. It is entirely proper for a trustee or an advisory board, or both, to fix the amount that will be paid and then select the best man for the work at that price."

According to the report of Dr. E. C. Brooks, a five-teacher high school, having an enrollment of 100 or 125 pupils costs no more than a one-teacher school. The per capita cost of both per pupil is \$60.

Conclusion

In view of the fact that the consolidated school costs no more than the struggling one-teacher school, and in view of the superior advantages that it offers, would it not be wise for us to attempt to bring to the door of the country home an education that will enable the child to enter upon his competitive life-work and at the same time, if he chooses, prepare him to take up college or university work?

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A STATE-WIDE PROGRAM OF PHYSICAL EDUCATION FOR NORTH CAROLINA

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Introduction

The early Greeks gave much attention to the nurture and training of children. Their school was a playground, and the chief interest of the pupil was in gymnastics, dancing, games, and play. There was singing, writing, and reading all in the out-of-doors. This training produced the highest type of manhood physically and mentally the world has ever known. The Romans after overcoming the Greeks were determined to adopt their civilization. But they neglected to note that the Greek school was essentially a playground. In their haste to absorb the Greek ideals, their schools neglected the physical side and devoted their attention to the intellectual development. The Roman school was thus pretty much of a "grind" to its pupils.

Likewise in the middle ages play activities were kept from the school, and even up to the beginning of the nineteenth century. Taking the play-time period from the child deprived him of his richest heritage.

The results of our recent drafts have made us conscious of the defects which exist in our physical manhood. From 33 to 45 percent of the men who were called were physically unfit. Out of 75,500 examined, 55,000 were sound enough for the government to take a chance on, but many of these were unfit. Three thousand five hundred of the men rejected were refused because of tuberculosis, nervous disorders, and diseases of the heart, of the blood vessels, and of the digestive organs, most of which could have been prevented by proper hygienic living and physical exercise. Twelve hundred and twenty-five were rejected because of developmental defects, that is they were underweight or underheight, of poor muscular development, or had small chest measurements. Proper feeding and regular vigorous physical exercise would have prevented such defective development.

If the percentage of men below par is so great, what must be the percentage among women, who are confined indoors more than men and take less vigorous exercise, especially during their teens, when they need it most but refrain from taking it for fear of being thought unlady-like. They pass through the period of adolescence without laying the foundation of enduring health.

There are 24,000,000 school children in this country today. Two percent have heart disease, five percent have tuberculosis, five percent have curvature of the spine to a degree needing medical attention, five percent have defective hearing, twenty-five percent have defective vision, thirty percent have adenoids and enlarged tonsils, sixty to eighty percent have defective teeth, and twenty-five percent suffer from mal-nutrition.

What are we to do about this state of affairs? Obviously there is but one answer, we must lay more emphasis on physical education of our youth. Heretofore we have stressed the intellectual side of an education to the neglect of the physical, which is just as important if not more so. For without physical health, mental proficiency is hard to acquire. A pupil sound physically can think more clearly and learn more rapidly. There is no dull, listless expression on his face. We are interested in stamping out animal diseases and improving breeds, but pay little attention to the physical development of our youth, the future standard bearers of civilization.

General Ideas on Physical Education

Many people have the misconceived idea that physical education consists of a number of gymnastic drills or calisthenics, but instead it consists chiefly of natural activities that are spontaneous with the pupil. Physical education is supervised play, including all kinds of games in which the body is active and such sports as wrestling, boxing, swimming, and dramatic or expressive dancing.

Physical education is not primarily concerned with the athletic perfection of the few who engage in interschool competition, but rather with the 95 percent who do not take part in these contests.

Calisthenics do not interest children. To them they are simply a series of mechanical movements that have no interest. Quite naturally they are going to get out of taking this exercise whenever they can. Contrast this attitude with the attitude of children whom we see running to engage in some interesting game, when they are dismissed at recess, and we can see that much more benefit to the child will result if we assist him to play games that he is interested in, instead of laying so much emphasis on drills.

Of course in inclement weather a gymnasium would come in advantageously. But many schools do not have such a playground, and the children are crowded into dirty gymnasiums to take drills when they would be much better off if they were running and playing in the sunshine. The hygienic aim is sacrificed to the so-called physical.

Aims. Some of the outstanding aims of physical education may be classified as: 1. Corrective; 2. Preventive; 3. Educative; 4. Hygienic; 5. Recreative.

Corrective. Few children have round shoulders or contracted chests before school age. They sit in a stuffy room for long hours at a time, and move around very little. Therefore they get fatigued and slump down in the seat thus causing round shoulders. The contracted chest is caused by an insufficiency of outdoor exercise.

A physical examination of each pupil will disclose his defects, and the form of exercise needed or best suited to remedy these deficiencies can be given him.

The expression "a well ventilated lung does not contract tuberculosis" is equally as true as the expression "a clean tooth never decays." The tubercular germ usually begins its deadly work in the apex of the lung,

which is not ventilated in ordinary breathing but gets well aired in vigorous exercise. Therefore deep breathing exercise, or plenty of hard playing, such as running, jumping, climbing, vigorous dancing, etc., serves as a preventive for the great plague. Such activities also prevent other diseases.

Educative. The pupil by playing games in which he will have to think and act quickly will develop the habit of thinking and making decisions. It is reasonable to conclude that this will help him when he gets ready to study. He will feel refreshed and able to go back to his studies with renewed vigor, energy, vim, and interest.

Physical education also inculcates in the pupil moral and social qualities which will be of great help to him as well as to society. He develops courage, self-sacrifice, devotion, loyalty, and discipline, all of which are necessary to the complete fulfillment of responsibilities and obligations of citizens. When a boy plays on a team he gets training in coöperation with and obedience to an equal elected by himself. He acquires the ability to work coolly regardless of all excitement. He gets the feeling of being thoroughly in earnest and doing his best. He learns the necessity of playing according to the rules, and realizes the value of fair-play both in himself and others. The general ideas he gets from his play are transferred to other lines of activity.

The pupil learns games and certain forms of exercise that will be of use to him later in life because they help him to stay fit.

Hygienic. The boy or girl who takes gymnasium work with the idea in his mind, "I hate gymnasium," is not obtaining the hygienic effects designed. It was formerly thought that the mind and body were separate and distinct, but now we know that they are one. Therefore anything harmful to one must needs be harmful to the other. Thus callisthenics cannot accomplish the purpose for which they are instituted, when an antagonistic attitude of mind prevails in the pupil. If an exercise gives enjoyment, pleasure, and happiness, it is beneficial. Therefore we should let the pupil choose his own form of exercise instead of requiring callisthenics.

Recreative. The pupil needs some kind of amusement or pastime. Physical exercise is the best he can get, but to be of most value to him, he must completely forget self and live in the world of imagination.

Some of the states having a physical education law are: Illinois, New York, New Jersey, Nevada, Rhode Island, California, Maryland, Delaware, Alabama, Mississippi. In each the law was passed since 1915. Some other states considering the advisability of such laws are: Massachusetts, Connecticut, Pennsylvania, Nebraska, Ohio, and Colorado.

In California and Rhode Island

Let us examine some of the features of California's and Rhode Island's laws, as representative states. California provides that all pupils enrolled in elementary and high schools, except those excused on account of physical disability, shall take a physical education course prescribed by the school authorities.

The law makes it the duty of the superintendent of schools in every county and city, and of every board of education, board of school trustees, and high school board, to enforce the courses of physical education.

In elementary schools the law requires twenty minutes each school day and in secondary schools two hours each week for this course.

It also requires that if the number of pupils in a given school system is sufficient there shall be employed a competent supervisor or such special teacher of physical education as may be necessary. The enactment further requires that a physical-training course be instituted in all state normal schools, and requires completion of the course for graduation.

The sum of \$10,000 was appropriated for the purpose of carrying out the provisions of the law.

The present emphasis in California seems to be directed toward the training of teachers, which is without doubt the most important factor in the successful development of a state-wide program of physical education.

The Rhode Island law requires that all children above eight years of age attending the public schools shall receive practice in physical training under such regulations as the state board of education may prescribe. The time required is twenty minutes each day.

Following the enactment of this law, the State Board of Education issued a syllabus for physical education in the schools of Rhode Island. This syllabus is concerned with (1) the provision of a healthy and sanitary environment for pupils; (2) a personal health examination and instruction for each pupil at least once a year by a physician and specialist, and daily inspection by the parent and teacher; (3) class instruction concerning the important facts of physiology and hygiene for all children and all grades; (4) exercises including such motor activities as marching, gymnastics, and supervised play and recreation.

Some outstanding results of physical education laws where tried are: many children who had defective sight, defective teeth, adenoids and tonsils, or diseases of the heart and lungs, have received treatment, thus improving their health. The games and activities in which all took part have developed the children, prevented them from contracting diseases, and retarded the progress of developmental defects. The games and contests have also been of educational value to the pupil in that they have trained him in certain moral and social qualities.

In North Carolina

In North Carolina heretofore we have not placed much emphasis on physical education. A law was passed three years ago requiring that physical education be taught in all schools supported by public funds. This law was to go into effect as soon as a suitable executive could be found to carry out its provisions. An appropriation of \$15,000 was made for this work. Since no executive has been appointed this law has never been put into effect.

There is a law in effect providing for physical examination. Every pupil is supposed to get an examination every three years. The law provides \$10.00

for every one-hundred pupils enrolled, for the treatment of those having defects. While the law is good so far as it goes, it should be supplemented by a physical education law that will be enforced.

Miss Mary C. Coleman, professor of physical education of the North Carolina College for Women, sent questionnaires to some of the largest and most progressive schools of the state in order to determine the status of physical education for girls. Out of 100 replies only three indicated a definite program of physical education. One school of 600 girls did not require physical education; no activities of any kind were offered. The only coach, a man, devoted his time entirely to the boys. Another school of 575 girls required no physical education; basket ball was the only activity offered and only twenty-five girls participated last year. Fifteen games were played against outside schools; there were no inter-class games scheduled.

While the boys receive a little more physical training than the girls, many of them do not take part in any games or physical activities, and there is not sufficient equipment or large enough playgrounds provided for all of them. Thus we can see the need for a program of physical education in this state that will include all girls as well as all boys, the younger as well as the older.

There is too much stress placed on developing a team to compete with that of another school. The only goal of the physical instructor seems to be to train a winning team. He is not concerned with the masses, but only the ones already in good physical condition and capable of making a good showing against the contestants of other schools. Thus the boys and girls who need exercise, play, and recreation most are the ones who do not receive it. They stand on the side lines, and watch their team play, but go back to class with the same headache and depressed feeling, while in most cases the team is over-worked, with too much exercise.

The University is meeting the need of physical education for all by providing a large class athletic field, and encouraging intra-mural sports. Each dormitory and many of the fraternities send out teams to compete with one another. The high schools should have more inter-class competition, and the primary schools should have more supervised games.

Recommendations

I recommend the following program of physical education for North Carolina:

1. A careful health examination which should include:
 - a. Medical inspection.
 - b. Mental examination.
 - c. Physical examination.
2. A healthful environment in home and school.
3. Instruction in health problems.
4. Physical activity.
5. School credit.

1. Some of the direct results obtained from medical inspection should be: the discovery of physical defects in pupils, the discovery of infectious diseases, and the improvement of sanitary conditions of the school.

If a mental examination cannot be given by a trained psychologist, an examination of the pupil's grades in his studies correlated with his grades in physical education will give a fair index of his nervous and mental health. When a pupil reaches junior high school, he should be given studies in which he is interested whenever possible. This will have much to do with his nervous and mental health, according to psychologists.

Where little interest in games and sports is found, a purely intellectual education is given at great cost, for there is a failure to provide for the muscle hunger of six hundred muscles, activity of which could increase the vitality and functioning of the nerve centers which control circulation, respiration, and nutrition.

Physical examination should include such vital matters as eye-sight, hearing, growth in height and weight, bodily strength, lung capacity, and cardiac efficiency. Every means possible should be used to remedy defects of the pupils. There is no use making the examination unless remedies are applied.

2. A healthful environment should include a school room properly ventilated, with temperature never above 70 degrees. The school room should be supplied with proper natural and artificial lighting systems, and the walls should be so colored as to reduce eye-strain. The desks should be arranged to save eye-strain and to decrease poor posture and deformity. The floors and walls should be kept free from dust.

3. Pupils should be taught to observe unhealthy living conditions and actively to participate in remedying such conditions where found. Use should be made of books on health and bodily functions. This type of work is certainly a part of physical education and should share a part of the time devoted to that course, but it should be taught as simply as possible. Physiology and anatomy should not be taught as tormentors of youth, but as aids in everyday healthful living.

Health habits should be formed, and should be made satisfying. Pupils should be encouraged to improve their own health record and physique. A reasonable and desired outcome of the study of health problems in the school is a general improvement of health conditions in the community.

4. Wherever possible the equipment for physical education should include gymnasium, showers, and playgrounds.

When conditions are at all favorable exercises should be given on the playground even though a gymnasium is available.

When possible one period per day should be given to physical education and health instruction. If local conditions make such a time-allotment impracticable, then, at least two or three periods per week in physical education should be required of all pupils. If the work is dull and lifeless, little good will result; therefore, every effort should be put forth by the supervisor to make the work satisfying and enjoyable.

The types of exercises used should be those which call into vigorous play the large fundamental groups of big muscles. They should be related to the development of vigor, endurance, and power and should be supplemented by exercises of skill, grace, and alertness.

Children and men become courageous, truthful, honest, courteous, manly only by practice. The qualities developed by proper recreational activities should receive group sanction as well as sanction of the leaders. Herein lies the opportunity and obligation of the teachers in character formation. This thought is well expressed in the following extract: "The curriculum of activity both in school and after school should include all pupils, and should be related not only to health, but to right conduct. The qualities of honesty, fairplay, courtesy, cleanliness of speech, alertness, promptness, persistency, and manliness should be required of pupils during their activity. Both boys and girls should learn the value of the positive virtues. Dishonesty, unfairness, discourtesy, vulgarity, or profanity should not be tolerated in connection with any activity. Through public and private approbation teachers, coaches, and the community should honor the pupils of vigor and high ideals, and discipline dishonorable tactics."

School credit should not be given unless the total credits required for graduation exceed 16 units.

In conclusion, I should like to mention some of the things we might expect from a properly working system of physical education. There should be better physical condition of our youth, resulting in more rapid progress in their studies. Our future citizens should be in better condition to perform their duties on account of possessing a robust constitution. A great many diseases should be eliminated. The average life of man should be lengthened. There should be fewer asylums for feeble-minded and insane, fewer county homes, fewer penal institutions, thus lessening the burden upon the state in supporting these institutions. The future generation should get more real pleasure from living on account of freedom from many ills now prevalent.

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